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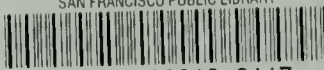
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CIVIL

GRAND JURY

Annual
REPORTS



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CITY AND COUNTY OF

SAN FRANCISCO

CALIFORNIA

FINAL 1976-77 CIVIL GRAND JURY REPORTS

TABLE OF CONTENTS

V	Foreman's Letter to the Presiding Judge
116	Adult Probation Department
54	Aging, Commission on the
64	Agriculture and Weights and Measures, Department of
19	Airports Commission
86	Animal Control Center
10	Art Commission
87	Asian Art Museum
100	Assessor
83	California Academy of Sciences
60	Chief Administrative Officer
91	City Attorney
48	City Planning, Department of
57	Civil Service Commission
14	Community College District
5	Controller
60	Coroner
66	County Clerk
89	District Attorney
62	Electricity, Department of
7	Electronic Data Processing

TABLE OF CONTENTS (continued)

18	Emergency Services
54	Finance and Records, Department of
85	Fine Arts Museums of San Francisco
16	Fire Department
57	Health Service System
108	Juvenile Court - Youth Guidance Center
122	Law Library
1	Mayor
105	Municipal Court
40	Parking Authority
24	Permit Appeals, Board of
123	Personnel and Management
21	Police Department
29	Port Commission
68	Public Administrator - Public Guardian
92	Public Defender
72	Public Health, Department of
25	Public Library
33	Municipal Railway
36	Public Works, Department of
74	Purchasing Department
74	Real Estate Department
57	Recorder
50	Recreation and Park Department

TABLE OF CONTENTS (continued)

69 Registrar of Voters

58 Retirement System

95 Sheriff

54 Social Services, Department of

103 Superior Court

82 Supervisors, Board of

70 Tax Collector

101 Treasurer

13 Unified School District

28 War Memorial

55 Women, Commission on the Status of

MEMBERS OF THE 1976-77
CIVIL GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

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Miss Kathleen M. Calkin

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Lawrence M. DuVall

Earl L. Ellingson

Ms. Leslie Evans

Wolfgang Hellpap

George A. Kardum

Frank L. Markey

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Seizo F. Oka

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Mrs. Edith Perlman

Carlos E. Xavier

Miss Suzanne E. Perry, Secretary

Robert E. Graham, Foreman

Impaneled, August 1, 1976

Discharged, July 7, 1977

CITY AND COUNTY OF SAN FRANCISCO

GRAND JURY

OFFICE

ROOM 165, CITY HALL

TELEPHONE: 558-5010

Honorable Henry R. Rolph
Presiding Judge, Superior Court
City and County of San Francisco
Room 465, City Hall
San Francisco, California 94102

Dear Judge Rolph:

I am honored to transmit herewith the investigatory grand jury reports prepared by the 1976-77 Grand Jury for the City and County of San Francisco.

You will, of course, note that despite our intentions one year ago, not all of the departments of the City and County of San Francisco have been investigated and reported upon. In part, this is because of the time required for the preparation of the extensive reports on other departments and, in part, it is because of the unique character of a citizens' Grand Jury. I will not apologize for failure of the group to produce a report on each department. It is not possible to investigate thoroughly and competently the workings of a government as complex as that of the City and County of San Francisco in the short time of one year.

I feel it incumbent upon me to evaluate our term of office and to assess our successes. This Grand Jury was the first to be chosen by lot from the voter rolls; its make-up was widely diverse in income, in ages, in ethnic origin, and in professional or occupational background. This diversity brought refreshing candor to our discussions and deliberations and provided divergent viewpoints.

Nearly all of the members of this Grand Jury were employed; this fact presented our first difficulty. Employers were not uniformly understanding of the time required to competently and effectively investigate and report on the functions of the various city departments. The time spent by some members of the Grand Jury during working hours caused a certain degree of difficulty in their employment.

Another problem was that the randomly selected Grand Jury was not uniformly well-received by City department heads. Several managers almost routinely made and cancelled meetings with us or even failed to appear at those conferences scheduled. Some department heads made rather blatant attempts to influence the opinions of the stronger willed members of the committees investigating their departments. Some department heads clearly expected the Grand Jury to do nothing more than carry their message of budgetary plight to the public, the press, the Board of Supervisors, or whoever else they felt

could assist them. Despite this treatment by a small minority of the leaders of our government, we have attempted to maintain an objective attitude in our evaluation.

Those few problems notwithstanding, I do feel a Grand Jury chosen at random can effectively perform within certain limitations.

First, it has become quite apparent to us that the enormous commitment of time, energy, and interest on the part of each member was not adequately stressed at the time we were chosen at random to serve on the Grand Jury. I would recommend therefore that each retiring foreman participate, by invitation of the Presiding Judge, in a discussion with prospective Grand Jury members concerning the duties and obligations of the Grand Jury with the view towards obtaining truly dedicated individuals with ample time and a desire to serve the city.

Secondly, because the investigatory Grand Jury is chosen at random, there might not be an adequate experience level in business, management, accounting, or personnel. Lacking this experience level may result in a Grand Jury merely accepting the statements of those in City government as gospel. I would recommend, therefore, that selection areas of the city services or specific topics be investigated depending on the interests and background of each Grand Jury. The present system of creating seventeen committees for the investigation of specific departments becomes extremely repetitive especially where no changes have occurred in the operations of some City departments. The resulting reports have sometimes read like an introductory civics lesson. Larger and more complex problems may be overlooked. A City department should not expect an annual review by the Grand Jury. Rather, the watchdog Grand Jury should turn its entire attention and energy in limited areas where problems have been disclosed in their investigations. The continued investigations should be thorough and minutely detailed.

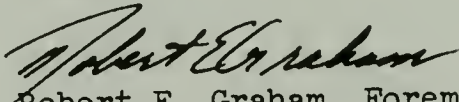
Lastly, I would also recommend further public participation be actively solicited to assist the Grand Jury. This Grand Jury solicited comments on the performance of City departments by means of a questionnaire to many community and neighborhood groups. The responses received from those neighborhood groups were generally derogatory towards the functioning of the City, but they also lacked the specificity needed to be meaningful in our investigation. Uniform praise and enthusiasm was given, however, for being included in the process of evaluating the City. Additionally, one committee had several afternoon sessions with employees of a specific department on an open-house basis. There was an unusually high level of participation in this process. The anonymous comments presented to the department head and discussed with him resulted in several improvements in the operation of that department.

In conclusion, I would state that I sincerely appreciate the guidance and wisdom you have provided me in my duties. I also wish

to express the appreciation of the Grand Jury for the active assistance and dedication of Michael Tamony and his staff.

I would also like to publicly thank the members of the first randomly selected Grand Jury, individually, for their time, devotion, sacrifice and dedication during this past year. Each person has made a unique contribution to the final report.

Sincerely,


Robert E. Graham, Foreman
1976-77 Civil Grand Jury

THE MAYOR

George Moscone has been Mayor of the City and County of San Francisco now for approximately 1-1/2 years. In that time he has endeavored to create and endorse policy recommendations which would help to alleviate some of the confusion established by a City Charter written many years ago and based on the needs of that time.

In spite of his attempt to manage this City and County, he has been subject to more verbal abuse and dissension from some members of the Board of Supervisors than any Mayor of San Francisco in thirty years. His low profile approach has undoubtedly done Mayor Moscone more harm than good, and it seems wise that the Mayor present more of his programs and endorsements to the people of San Francisco.

Tax Relief: The budget submitted to the Board of Supervisors by the Mayor for the 1976-77 fiscal year, included such property tax relief proposals as a parking tax increase and extension of the gross receipts/payroll tax (both originally cut, but returned to the tax rolls on the third reading), a property transfer tax, and the request that legislation be instituted to increase the Municipal Railway fare. On the third reading of the budget, the gross receipts and payroll tax increases were adopted, as well as the parking tax increase, but the other relief measures were disregarded, rendering the people of San Francisco the most staggering property tax rate this City has ever seen. The Muni fare increase alone would have been helpful, but an Environmental Impact Report (EIR) is now required before such an increase can be considered, and the Board has advised that a study has not even been requested, as an increase is not 'timely'.

It is firmly believed, however, that when San Francisco can have one of the lowest transportation fares throughout the country, and still have such a poor transit budget and a failing system, then 'timely' or not, an increase should be adopted. We do not necessarily recommend that fares for senior citizens or students be increased, however, we do feel that general fares are disproportionate to services received. It is most commendable that there is a desire to continue to provide the people so much for so little, but when they must continue to pay for a failing service, a change is clearly indicated.

Political timing is not what the citizens of San Francisco vote for, and this Grand Jury would hope that an environmental impact report be requested regarding an increase in the Muni fares; and further, that the gross receipts/payroll tax and parking tax increases be extended, as partial resolutions to a heavy property tax rate.

CETA: The individuals of San Francisco who have comprised the 1976-77 Grand Jury have indeed seen what leaves much to be desired in the joint effort of managing this City.

THE MAYOR (continued)

There was a continuous flow of innuendo emanating from the Board of Supervisors earlier this year with regard to the CETA Arts Program. When inadequate supervision was suggested by the Board, rather than requesting a review by the Director of the Budget, coordination with the Department involved could have been more expedient and inexpensive method of obtaining the same results. In this specific situation, no consultation with the coordinator of the CETA Arts Program was requested or made prior to the evaluation by the Bureau of the Budget.

It is agreed without reservation that a check on Executive and Legislative powers is necessary, but definitely not at the expense of the people before all alternative measures have been exhausted.

Personnel:

Due to number of outdated Charter Laws pertaining to Civil Service, many City Departments lack effective training; evaluation of performance; standard setting, and priority listing of objectives and goals. It is clearly up to the individual departments to set the standards of performance, but Department Managers alone have the sole responsibility of setting priorities and the subsequent accomplishment of same, as mandated by the City Charter.

As San Francisco is also reputed for its training programs, once again it should also have the benefit of full evaluation and selection, and as salaries and full benefits total approximately 80-90% of the City's budget every year, perhaps a look at ways of saving in this area should be taken. In many departments, a training period of 6-12 months is sometimes necessary, as in the Electronic Data Processing Department or the Assessor's Office, and this obviously leaves no time to properly evaluate an employees' knowledge and skill before probation is over.

Further, as San Francisco is required to pay its employees in certain job classifications on a scale comparable to private industry, then the City should have the same prerogative of selection on the same basis. Promotion on qualification rather than seniority is a basic fact in business all over the nation, and San Francisco should be no exception.

Mayorial Endorsements and Recommendations:

Mayor Moscone has reviewed and endorsed many suggestions presented in various audits performed during this fiscal year. He has acknowledged the need of providing managers with more flexibility in recruiting, promoting and terminating, and he has requested the Civil Service Commission to propose programs to provide incentives for good performance. Charter Amendment recommendations to support

THE MAYOR (continued)

this need and endorsed by the Mayor are:

1. To extend the probationary period of all employees to 12 months;
2. To combine the entrance and promotive examinations to create a list of all qualified personnel available for open positions.

However, during the past year, this Jury has found serious hardships in many departments resulting from accumulated sick-leave being taken at retirement. This situation is more fully amplified in other reports of this Jury, (The Controller, Police Department, Adult Probation). It is strongly recommended by this Jury that a serious review of this situation be undertaken and Charter revision be proposed to shorten this accumulation to a more realistic figure for new City employees.

Program Management:

A major innovation of the Moscone Administration is in the Mayor's Department of Program Management.

This department, being so aptly named, has the goal of providing services to the people of San Francisco by way of inter-departmental coordination.

For example, complaints may be registered on the danger of embarking on a bus in a heavily trafficked downtown area, due to the bus stopping in the middle of the street because the bus zone is full of parked cars. Through the efforts of the Transportation Division of the Program Management Department, it is determined that the right lane of a 3-lane, one-way street in the downtown area, should be used for Muni service, and right-turn only for all vehicular traffic.

The following departments must be consulted and coordinated:

1. City Planning Department - for transit planning and coordination of all other one-way streets along the chosen route,
2. Parking Authority - to aid in advising and regulating commercial vehicle parking and use of designated areas,
3. Police Department/Traffic - to regulate and enforce the rules and flow of traffic,
4. Public Works - to paint the streets accordingly, or post signs for turns.

If the response from these individual City Departments is inadequate and does not provide the necessary information sought, then

THE MAYOR (continued)

the staff of Program Management will respond and try to assist. However, with a small staff of 11, each having responsibility of one of the divisions listed below, to advise and render individual assistance to each personal complaint is recognized as a rather monumental and sometimes non-productive task. It should be remembered that the sole function of this Department is inter-departmental coordination throughout the City and County Departments.

The following is a list of the departments and areas of service coordinated by the Program Management Department:

<u>Division</u>	<u>Departments Coordinated</u>
Education	S.F. Unified School District & SFCCD
Transportation	PUC (Muni), DPW (Traffic), Police (Traffic), Parking Authority, Planning Dept. (Transp. Planning), All Private Transit Carriers (Airporter, Taxis, Jitneys, Etc.)
Recreation & Park	All Recreation & Park Functions EXCEPT Prop. J Planning (which is in 'planning' section)
Public Safety	Police, Fire, Adult Probation, Juvenile Court, District Attorney, P/D, MCJC, Sheriff
Housing/Comm. Dev.	OCD, City Planning (Housing Section), SFRDA, SFHA, DPW (BBI), Real Estate Dept. (REHAB) Model Cities
Human Care Services	Commission on Aging, Department of Social Services, All Department of Health Functions EXCEPT Environmental Health (this is in City environment cluster)
Cultural Activity	Art Commission, Library, Museums, War Memorial, Academy of Sciences, Opera, Symphony & Ballet Association
Future Planning	Energy/Land Use, PUC (Water & Hetch Hetchy, Planning) Planning Dept. (EIR Process), Real Estate Department (Zoning), Board of Permit Appeals (Planning issues), Environ. Man. Task Force, Prop J - Open Space Planning.

THE MAYOR (continued)

Jobs & Econ. Dev.

OED, MOET, City Planning (Commerce & Industry Element), Tourist & Hotel & Chamber Groups.

City Environment:

DPW: (Sewer Repair, Street Cleaning, Tree Planting, Solid Waste Disposal, Street Repair, Bureau of Architecture, Building Repair)

HEALTH: (Rats, Garbage, Environment)

PUC: Hetch Hetchy/Water Department (day to day maintenance & repair problems)

OTHER: Noise Abatement, Litter Committee, Parapet Law, Seismic Safety, Landmarks, Historic Preservation, High Rise Safety.

Other City Services:

Port, Airport, (Except Transportation to & from) Human Rights Commission, Civil Service & Affirmative Action, Registrar of Voters, Purchaser of Supplies.

Conclusion:

Politics is a way of life, and like taxes, will remain with us. To be opposed to a policy is accepted as the way of politics. However, by and large, this has not been the case in San Francisco since the election of George Moscone. The continuous clash between the Mayor and some members of the Board of Supervisors has not restricted itself to policy issues.

We commend Mayor Moscone for his efforts in endorsing some necessary changes needed to promote more efficient management of City Departments, and hope that he will more publicly present future proposals and endorsements to the people of San Francisco.

THE CONTROLLER

The purpose of the Department of the Controller is to FINANCIALLY plan, control and manage the City and County of San Francisco.

In October, 1976, the Controller's Department employed approximately 126 persons in the following six divisions:

THE CONTROLLER (continued)

Accounts & Reports
Budget
General Office

General Audits
Utility Audits
Payroll

By fiscal year end, there will have been several changes in this department, starting with the General Office Division.

Organization:

The implementation of a new Vendor Payment System is currently underway. This new system will make each individual desk in the General Office Division responsible for the transactions of individual departments. This new system will provide more timely processing and work flow of documents.

Due to the more efficient work flow of documents from the General Office Division, the Accounts and Reports Division will be in a better position to provide more timely reporting schedules.

Also being developed is a separate Grants Division, to be solely responsible for handling the more than \$300 million in grants procured by the City through various programs.

With the separation of the grants responsibility, this has opened the door to combining the General Audits and Utility Audits Divisions, leaving them free to conduct and report on a more timely basis the annual and monthly audits required by City Charter.

Personnel:

Turnover in personnel in the Controller's Department is quite high. Out of 47 employees in the General Office Division in 10/76, only 4 had been there for one year. A number of reasons exist for this high rate.

Salary levels for most clerical workers in this department are somewhat below private industry, and this has left this department open as a training ground only.

In turn, as the process of obtaining replacement personnel can take as long as 2-4 months, Supervisors must perform the day to day accounting functions, lowering their morale, as they then are not effectively evaluating the personnel in their departments, and this is sorely needed.

The accumulation of sick leave being taken at retirement, as a virtual additional vacation, and thus carrying a person on the payroll and not having the benefit of work out-put for a period of sometimes up to six months, is also a low moral factor, not to mention economically unsound.

THE CONTROLLER (continued)

Recommendations:

This Jury would recommend that a Charter change be proposed and endorsed to extend the probationary period of new employees to that of 12 months, for two basic reasons:

1. To induce an attitude of more permanence;
2. To allow for a more reasonable period of evaluation, as many departments require more than 6 months of training.

This Jury endorses the recommendation of a combined entrance/promotive examination and subsequent list of all qualified personnel, as recommended in other reports of this Jury (i.e., The Mayor).

The sick leave accumulation problem can be most detrimental in this department, when combined with the high turnover problem, and a serious study and review is suggested at once to bring this accumulation down to a more realistic figure.

Conclusion:

Mr. John Farrell, Controller, is doing a commendable job in carrying out those functions directed by the City Charter which he has been charged with, considering the problem of high turnover, and lack of proper training that exist.

The yearly audit of his department was thoroughly reviewed by the Controller and his staff, and some valuable suggestions presented which might be utilized were adopted.

We laud his management of a department with such critical problems in personnel, and hope that those suggestions presented by this Jury will be seriously reviewed in an effort to create more efficiency in this, and other City Departments.

ELECTRONIC DATA PROCESSING

The Electronic Data Processing Department (EDP) has a central complex at City Hall, currently running at 98-100% use capacity. The request for budget funds, to be subsidized by a request for federal funds, in the 1977-78 budget, was denied, and for at least the next fiscal year, EDP will have to make do.

The invaluable systems being run and designed for the various City Departments through EDP are most impressive.

ELECTRONIC DATA PROCESSING (continued)

The Health Care System, installed approximately 1-1/2 years ago, at San Francisco General Hospital, has recovered at least \$4,000,000 in bill collections so far, and has enabled the hospital to double its billings.

The purpose of computer aids is to obtain a full, true and total picture of a situation. When all of the problems have been acknowledged, a revision of departmental procedures and system design can then be made. However, there are still many problems existing in the admission, registration and accounting functions of the hospital, all of which require EDP assistance, and this assistance cannot be forthcoming until the current system capacity is enlarged.

This Jury recommends that prompt attention and financial aid be rendered to EDP to help establish a system to generate more revenue from our health services departments.

With the data currently in the computers, the EDP Department would appear to be in a most equitable position to assist in quantitative evaluations of department performance, and thereby aid in determining the necessary procedural revisions. Hence, this could be deemed another reason to enlarge our computer capacity, with possible optimization of systems and operational procedures.

As an example, EDP has set up, and is in the process of conducting a series of workshops with and for the Controller's Accounting Staff. These workshops are established to train the users of the computer system. The purpose of the program is three-fold:

1. To familiarize the Controller Management Staff with current applications performed for the Controller's office;
2. To promote a better understanding of mutual requirements and an appreciation of the problems of both the Controller's Accounting and Data Processing Divisions;
3. To plan toward improving the effective use of EDP capabilities in the Controller's Office.

This is but one instance of training programs for one department that all departments require.

Also, an alleviation of particular training is sometimes necessary, as is shown in the new system that went into effect in the Fire Department, in November, 1976. SAFER (System for Assignment of Fire Equipment and Resources) is a system which supplants the old peg-board and bell system. There are terminals in every station house, and when an alarm is turned in, a voice will transmit information to the fire house that is to respond, and a print-out will come through indicating the date, time, location of incident, equipment required,

ELECTRONIC DATA PROCESSING (continued)

etc. The terminals also retain which other houses and equipment are in use, and will automatically alert the next house to respond or standby.

The most long sought after system coming into operation this year, however, is the FAMIS System, (Financial and Accounting Management Information System), a budget program system.

The contract for system design has been signed with Peat, Marwick and Mitchell, and is to be completed in 3 phases:

- I. Determination or identification of Budget Program, this to be completed in 1978;
- II. Budget and Performance System, partial implementation is due in July, 1979;
- III. Standard Setting of Performance Evaluation due in approximately April, 1982.

This entire system will cost approximately \$4,000,000 and it is expected, within 6 years of use, to save some \$6,000,000, and will be far more helpful in determining departmental and project budgets. The potential of helping save the taxpayer from the ever rising tax rate is astronomical.

Recommendations:

Investigation by this Jury has determined three areas of concern in EDP. The first, as previously mentioned, is the lack of computer capacity. The second area is training and evaluation.

EDP is reputed for its high standards of training, and this is most commendable. However, it is recommended that the probationary period of new employees be extended to 12 months, as training in this department is often more than 6 months in duration and the need for adequate evaluation is most necessary.

Thirdly, there is a lack of firm policy in determining security on the release of information. Pending further Federal and State law on the security of computer information, the City should have definite written policy to insure against the arbitrary release of information.

Currently pending review and approval are procedures for obtaining and releasing data. The new policy would require approval of release of information from the following:

1. The owner of the material stored in the computer, (the department, bureau, agency or commission whose information

ELECTRONIC DATA PROCESSING (continued)

is on the Controller's computer)

2. Approval of legal counsel to the Controller;
3. Approval of the Director of EDP; (all information would have to be obtained from the Controller's EDP department, and with such authorized EDP personnel in attendance.)
4. No such release of information shall be given on an on-going basis, but must be renewed via appropriate channels, at regular intervals.

The potential of Electronic Data Processing is most impressive, and the management and direction under Henry Nanjo, is most efficient. It is only hoped that future budget requests of EDP for expanding the capacity of the computer system will be granted, to benefit many City Departments.

ART COMMISSION

The Art Commission is an association of architectural, theatrical, musical and literary professionals, whose primary concern is in the review of design to enhance public buildings to add to the beauty of the City.

The other areas of concern would be in the various activities or performances the Commission endorses and sponsors.

The Pops Concert has been in existence for over twenty-five years and generates much interest, draws one of the largest crowds, and is always filled to capacity. However, the concert revenue is not as large as it could be, due to the fact that many organizations receive discount tickets, and some even free tickets. The purpose behind this activity however, is to bring the arts to the people and not keep it out of reach of those unable to afford it.

The Neighborhood Arts Programs (NAP) are community organizations formed and advised by the Art Commission to organize those interested communities into theater, dance, music and poetry groups to advance an interest and participation in the arts, and to utilize the ethnic backgrounds which exist and bring these to others.

The 1976-77 NAP budget was approximately \$114,000, and received \$100,000 in private donations and approximately \$150,000 in grants and discretionary fund support. More and more neighborhoods are becoming interested in advancing this culturally beneficial program in their own communities, and through the efforts of the CETA program, and the

ART COMMISSION (continued)

aid that the CETA artists provide, these communities are able to continue to bring such cultural benefits to their neighborhoods.

The CETA Arts Program currently has 102 employees working in various capacities throughout the City.

The rules by which these CETA people are governed are much less stringent than those imposed on an office worker. Their purpose is, "to test and satisfy the growing public demand for art services.... to relieve recessionary pressures on non-profit art organizations and agencies, and broaden significantly the services to San Franciscans offered by art institutions, community centers and other agencies." This is done by contacting communities, neighborhoods, and those interested in developing a more basic grasp of everyday application art.

Better than 50% of those employed through the CETA Arts Program are currently supplementing many art programs in our City School system. As monetary support for art, music and dance are cut from the educational curriculum, these CETA artists are requested by the schools to supplement these educational programs and help to keep them alive. This is not meant to imply that these workers are teachers, they are artists advancing the arts. However, due to their unusual scope of employment, working hours and locations, it is recommended that an on-going procedure of job-site checking by individuals in a supervisory capacity be more fully complied with.

As a tremendous backlog of requests for CETA Artists currently exist, further solicitation has been restricted.

This had become necessary due both to the lack of sufficient personnel to accomplish the requests and in view of the fact that federal funds will soon be exhausted.

Street Merchant Licensing is another responsibility of the Art Commission. A major concern in this area is with the issuing of licenses to the Street Merchants. The rules of "hand crafted", and "original design of materials" are many times not adhered to by the merchants, and the recommendation of this Jury is directed at the Art Commission to more carefully review both the new applications and the existing permits of the merchants and be assured that these rules have been complied with or refuse to issue a new license, and/or withdraw existing permits.

It is also the duty of the Art Commission to disperse the Street Merchants within those areas allowed and provided (for the Streets Merchants). There has been some problem in this regard, and the Art Commission should more firmly seek assistance of other City Departments in an attempt to alleviate this problem area.

In summary, the Art Commission is performing its primary function of bringing the arts to the citizens of San Francisco, and

ART COMMISSION (continued)

assisting the educational institutions and the neighborhoods in the continuing programs of art, and we hope that the CETA Arts Program will be supported and future funds obtained to continue to assist the various departments and people of San Francisco.

Aileen McCarty

Edith Pearlman

Leslie Evans

Kathleen Calkin, Chairman

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

There have been a number of major changes in the San Francisco Unified School District this year; it is difficult to evaluate some of these as the programs have not been in effect long enough to produce results. We recognize that there are no immediate, easy solutions to the complex problems that face the District.

The San Francisco Federation of Teachers became the exclusive representative for the District's 5000 teachers. It is hoped that this will simplify bargaining procedures and allow for more reasonable negotiations that will result in a satisfactory agreement for both teachers and the District.

The Board of Education adopted a Board Policy outlining a new administrative organization, and describing the offices and their functions. The Office of the Superintendent of Schools is responsible for the development and operation of programs of instruction so that San Francisco schools may offer quality education. The Superintendent is the chief executive of the District and is responsible for the administration of the business functions. The Office of Management is responsible for all non-instructional services, including the office of Secretary of the Board, Data Processing, Internal Audit, Budget and Finance, and Management Services. The Office of Instruction is responsible for coordinating all instructional activities including the Children's Centers, Planning and Evaluation, Instructional Support and supervision of the Area Superintendents.

As part of Superintendent Robert Alioto's redesign, the Unified School District opened four school district area offices in an effort to decentralize the administration. Each office is headed by an area superintendent who will be responsible for the educational programs of the approximately thirty-four schools in his area. This decentralization is intended to bring services closer to the schools and to make the administration more accessible to the public.

The Unified School District is on a program budget, which has been found helpful in the few years since it has been implemented. Two financial reports have been introduced this year. The Quarterly Budget Review gives the current status of the General Fund, Children's Centers Fund, Development Centers Fund, County General Education and School Services Fund, Cafeteria Fund and Federal/State Aid with projections of year-end balances. The Three-Year Projection on Revenues and Expenditures, to be revised annually, is an effort to provide a basis for long-term planning. It lists projections on revenues, expenditures, salaries, local school tax rates, student enrollment and any other factors that might affect the budget.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT (continued)

A new early retirement plan for teachers was adopted by the school board in April. Employees who have worked for the district at least ten years, and are between fifty and sixty years old may retire and work on a consulting basis for up to five years. Under this plan, teachers would receive roughly forty percent of their salary from the State Retirement Fund as well as State Health Benefits. When called upon to perform consulting services they would be paid \$150 per day for assistance in solving specific problems. The school district will save over \$14,000 per teacher yearly with this plan. Besides the substantial savings, allowing teachers to retire earlier will give the district greater flexibility in working with declining enrollment. Six hundred teachers are currently eligible and 1000 will be eligible to retire in the next three years.

Superintendent Alioto and the Board of Education have finally faced up to the fact that with declining enrollments, the Unified Schools need fewer school buildings. At the end of May, it was voted to close five schools: Geary, Frederic Burke, Pacific Heights and Parkside Elementary Schools, and Portola Junior High. This Jury recognizes that it was a hard, unpopular decision, and commends the Board for making the necessary first move. It is estimated that these school closings will save the district \$525,000 annually in administrative costs and \$11 million in building construction costs since these buildings will not have to be earthquake proofed.

COMMUNITY COLLEGE DISTRICT

The major goal of the Community College District is to give all adults living in San Francisco the opportunity to continue their education, to provide an atmosphere conducive to growth and learning. Their success at this is shown by the fact that about 80,000 people of all ages and backgrounds are taking advantage of these programs.

In order to further this goal, the Community College District is divided into two separate systems, each with its own president: City College and Community College Centers.

City College provides courses with credit for students who wish to take their first two years there, then transfer to a four-year college. There are also many two-year programs for those who wish to prepare for a career. Besides its large campus, City College offers credit courses at several of the Community College Centers and is part of the Bay Area TV-Consortium, which offers college-via-TV. City College is the largest two-year college in the State, with an enrollment of over 25,000 students.

The Community College Centers offer non-credit courses

COMMUNITY COLLEGE DISTRICT (continued)

through seven centers; they offer classes at about 180 branch locations spread throughout the City. Their emphasis is on variety so that everyone might benefit. Teaching English as a second language, taking about 20% of the Centers' budget, is an important part of education in San Francisco. The Centers also offer special classes for senior citizens, the handicapped, people working for elementary and high school diplomas and other special interests.

Dr. Louis F. Batmale, Chancellor of the District since its beginning in 1970, retired at the end of June, 1977. We would like to commend him for the excellent job he has done; he will be missed. After a thorough search, the Governing Board has named Herbert Sussman, president of the New York City Community College in Brooklyn, to replace Dr. Batmale.

As lack of classroom space continues to be a problem for the College Centers, we recommend that the Unified School District cooperate in allowing its vacant facilities to be utilized as much as possible by the College District.

George Kardum

Dagmar Meyer

Barbara Belling, Chairman

FIRE DEPARTMENT

The 1976-77 Grand Jury has undertaken to evaluate further the effect of decreased salaries, cut benefits and the change in working hours on the fire fighters of San Francisco.

The original budget of the Fire Department for the 1976-77 fiscal year allowed 1,632 uniformed Firemen to comprise the protective fire force in San Francisco. In October, 1976, there were 82 positions deleted due to cuts in the budget; 70 retirements and approximately 50 sick leave/disability vacancies, leaving the true number of active personnel at approximately 1,430. In March, 1977, the vacancies had climbed to 231, leaving only 1,281 uniformed Firemen to protect 49 square miles of homes and property.

San Francisco is a very unique City, with its winding hills, wood-framed buildings, the crosswind factor between the Bay and the ocean, not to mention our current drought situation, all creating great fire hazards. To attempt to place San Francisco on a comparable scale with any other City in California is an error by virtue of the fact that no other City in California has these same characteristics.

The startling drop in the uniformed fire fighters from the originally budgeted 1,632 to our current 1,281, leaves San Francisco in a very precarious position, because there has been a dramatic rise in the number of 3rd, 4th, and 5th alarm fires. Between 1975 and 1976, the number of major alarms has doubled. After granting the Fire Department a 1976-77 budget to provide the City with these 1,632 fire fighters, the Board of Supervisors advised Fire Chief Andrew Casper that he must come up with \$3,000,000 in savings by fiscal year end. To adhere to this directive, Chief Casper had to put a freeze on all new hires.

Chief Casper has done a commendable job in attempting to compensate for this low level force, and he has requested the present staff to work overtime. Another result of the low level staff is that the Chief is required to send smaller contingents to respond to fires, this resulting in longer periods of time to contain the blaze, accounting for the increase in multiple alarm fires.

Morale is one of the major problems in the Fire Department at present, and as Firemen do not receive time and a half for double shifts, in the alternative they do receive compensatory time off. However, in actuality, this is not possible, as they are understaffed to begin with and cannot take it. On the other hand, when the men agree to work the extra shift at regular pay, rather than take compensatory time, the costs to the City could be great. An overworked staff is not the most efficient in either attitude or physical capabilities. Further, the men in the Fire Department are dedicated to

FIRE DEPARTMENT (continued)

their job of saving lives and property, and believe that when their own City will not provide funds for an adequate staff, they must wonder if they are working with and for people who do not care as much as they. Another results of the low morale problem is with the eligible retirees taking advantage of their situation and retiring from the force, reducing the force to its present 1,281 level.

Turning to the problem of hours in the Fire Department, when the voters passed the initiative on the 10-14 system (10 hours on and 14 off/14 hours on and 10 off), they were actually returning the department to a situation they left over 20 years ago, primarily because the 10/14 system created serious problems in family life for the Firemen. The fighting force of the Fire Department will not necessarily be subject to increase, save for the number of retirement positions now open, and the need of filling these. However, the administrative staff will now have to coordinate and report on all of the activities created by the change in shifts every 10/14 hours, and will inevitably have to be increased.

Equipment in the Fire Department is also of paramount importance. It is recommended, therefore, that a more realistic look be taken at the age and condition of the Departments's first line vehicular equipment. To maintain safety in vehicles, engines are used for 15 years, and trucks for 20 years, then retired to a relief status for 5 years. In the 1976-77 budget, 4 engines and 3 trucks were due to be placed in relief status; 21 vehicles were requested for replacement--none were granted. It should not be necessary that the City wait to replace necessary equipment until after serious damage has been done, (as with the repair of the cable car depression beams made only after numerous injuries had been sustained).

The 1976-77 Grand Jury would like to extend its appreciation and gratitude to the fire fighting force of San Francisco for their dedication and valor; and to Fire Chief Casper for his leadership and continuing efforts in his difficult job, but one well done.

EMERGENCY SERVICES

The City and County of San Francisco Emergency Services organization will plan, prepare for and conduct operations in order to accomplish the following objectives in the event of a major disaster or City emergency:

1. Save lives and protect property.
2. Repair and restore essential systems and services.
3. Provide a basis for direction and control of emergency operations.
4. Provide for the protection, use and distribution of remaining resources.
5. Provide for protection and continuity of government.
6. Coordinate operations with the emergency service organizations of other jurisdictions.

The position of this Jury, as well as with past Grand Juries, in the matter of an Emergency Coordination Center, and the need of the 9-1-1 communications system, is that it should be funded or proposed as a bond issue. Some of the advantages of building a coordination headquarters are:

1. Fifty percent of the funds required would be Federally subsidized, because the City government is required to be prepared for any nuclear disaster which could occur;
2. To provide one secured location to house all communications, i.e., Fire Department, Police Department, Ambulance Services, would also provide one solution to some of the overcrowded departments;
3. A single location for emergency communications provides for better coordination and control of all departments involved with handling the emergency.

San Francisco is fortunate to have several prime locations for such a communication center, and Emergency Services feels that this center is most necessary. The present cost is estimated to be \$3 million but this figure will escalate in the future due to spiraling inflation.

We commend Mr. Edward Joyce, Director of Emergency Services, for his efforts in maintaining this important department for the

EMERGENCY SERVICES (continued)

protection of the people of San Francisco and for the fine rapport he has established with the other Bay Area counties in a joint effort for the safety of all.

AIRPORTS COMMISSION

The investigation of the San Francisco Airport facilities and managing staff, under the direction of William J. Dwyer, revealed a very dedicated, responsive and progressive management.

The forecast of services to patrons at San Francisco Airport, after the completion of the expansion of the present facilities, will provide accomodations for 18 to 30 million passengers. Just over 18,000,000 passengers were assisted at San Francisco Airport in 1976-77, and an estimated 19,600,000 patrons are anticipated in 1977-78.

The new North Terminal building, currently under construction, is scheduled for opening in the 1978-79 fiscal year, and the total completion of the expansion program is due in 1984. It is anticipated that this will be the last expansion program at the Airport in view of the fact that there is no room for further growth. It is believed that, with facilities capable of accomodating approximately 30,000,000 passengers, the need of further growth will not be necessary.

Through the various rental charges, landing fees, concessions, etc., the Airport has been able to become a self-sustaining entity, and has in fact started repaying the general fund for the bond indebtedness incurred in 1957, at the rate of \$1,000,000 per year.

The Airport medical facilities are most impressive and unique in the sense that these facilities are within the Main Terminal building of the Airport, as opposed to most other airports which have small first aid stations outside the main terminal areas.

These facilities, under the direction of Dr. Lawrence A. Smookler, are most complete, well managed and staffed 24 hours a day. Emergency vaccinations, which might be required for overseas travel, can be provided at a moment's notice; a fully equipped mobile cardiac and respiratory vehicle, capable of responding to an emergency within approximately 3 minutes is maintained; provisions of first aid to workmen, employees, and passengers are also available. Highly endorsed by this Jury is the purchase of one more mobile unit, which will be accomplished once the expansion of the Airport facilities has been completed.

AIRPORTS COMMISSION (continued)

We would like to take this opportunity to commend the Airports Commission and Mr. Dwyer, Director of the Airport, for their fine and conscientious efforts in maintaining and improving the San Francisco Airport.

Kathleen M. Calkin,

Earl L. Ellingson,

Lawrence M. DuVall, Chairman

POLICE DEPARTMENT

During the fiscal year in which this Grand Jury served, it was found that the Police Department was constantly in a state of flux. The trend of numerous retirements, which began during the previous year, continued at an alarming rate; there was a constant re-assignment of Officers and there was noticeable dissension within the ranks.

The first important point noticed by this Grand Jury was the low morale factor among the Police Officers from the lower echelon to middle staff. This morale factor was reflected in the high retirement rate of 84 during fiscal year 1976-77 through the month of April 1977; for fiscal year 1975-76, there were 191 retirements, while in 1974-75, only 31 persons retired. The Grand Jury feels that some of the possible causes for the large number of retirees during the past several years are: 1) the attainment of retirement age of a large number of Officers; 2) the disillusionment of the Officers after the adverse reactions of the voters on the recent ballot initiatives; 3) lack of cooperation and respect within the ranks.

The large number of retirements in the Police Department, we feel, is a cause for some concern. This Grand Jury recommends that persons who become disabled in the line of duty and therefore, cannot perform in their original functions, should be referred to light duty as is done in Los Angeles County, if that be physically suitable to the individual. At present, the City and County of San Francisco has no such program and the Retirement Board has no alternative but to retire a partially disabled person. At this writing, the Board of Supervisors is considering the retention of an independent hearing officer to hear disability retirement applications. Having an independent referee, totally separate from the Department should prevent the possible abuse of disability retirements.

Turning to the problem of space within the Police Department as noted by the Grand Juries of prior years, the Crime Lab is definitely in need of additional working area. Some of the space consuming materials held as evidence have to be kept for long periods of time in the working office space of the Lab because of the requirements of the laws of evidence. This, of course, contributes greatly to the cluttered and crowded conditions in the Crime Lab. During the investigation of this Grand Jury, it has been revealed that some of the space under the jurisdiction of the Coroner's Office, currently remaining unused, might be utilized by the Police Department by relocating the Crime Lab to the ground floor adjacent to the Coroner's Office, or in the alternative,

POLICE DEPARTMENT (continued)

transferring some of the stored items to the unused space. This matter has been pointed out by this Grand Jury to the Police Chief and his Deputies, particularly from the advantageous standpoint of the nature of the work of both the Crime Lab and the Coroner's Office. It is recommended that the Mayor's Office and the Board of Supervisors look into this matter as one of the solutions to improve the over-crowded conditions of the Crime Lab.

The space problem in the Criminal Investigation Bureau will be eliminated when that Bureau gets all its records on microfilm. Microfilming is now underway at a good pace. Rows upon rows of file cabinets occupied much needed space at the time of the Grand Jury's visit.

The partial installation of the much publicized 9-1-1 system of the Bureau of Communications has taken place, however, it still lacks certain hardware and personnel. The Board of Supervisors has thus far not allocated monies needed to complete the project. Also, further delays have occurred because feasibility studies have been requested by the State Legislature, since the State is providing some of the funds for installation of the system.

The SAFE (Safety Awareness for Everyone) program was initiated in the Fall of 1976 for the purpose of citizen awareness of crime prevention at the neighborhood level. Meetings have been held between various neighborhood leaders and the Police Department. Local leaders concur in this idea of neighborhood involvement. Lt. Mullen and Lt. Jordan of the Police Department staff are bringing this program to the attention of the man on the beat, mostly through information given at the area watch meetings.

Training and retraining of Officers is an important factor in the Police Department. Certain courses in police psychology and other police subjects are being offered the Officers in the Department as well as "on the job" training. Important in this respect is the comment from the Coroner's Office about the apparent mishandling or inadvertent destruction of evidence by Police personnel at the scenes of crimes. The Coroner's Office has expressed concern over important evidence having been mishandled on several occasions. The Police Chief, upon being questioned by this Grand Jury on the subject, stated that Police Officers are receiving training in laws of evidence to avoid the occurrence of such incidents. We recommend that the Coroner be invited to conduct sessions at the Police Academy with regard to the handling of evidence.

In conclusion, this Grand Jury feels that morale is the underlying cause of certain dissension within the ranks and

POLICE DEPARTMENT (continued)

also that morale is an important factor in the numerous "early" retirements. The crux of the matter lies in the plain and simple fact that communications appear to have broken down between the upper and lower echelon. The Grand Jury feels that those few Police Officers involved must rise above "petty politics" and remind themselves of their sworn duty to protect the Citizens of this City. We need the highest quality service they can, and for the most part, do, provide.

Aileen McCarty

Seizo F. Oka

Francis J. Murphy, Chairman

BOARD OF PERMIT APPEALS

The Board of Permit Appeals is an appointed body of citizens which hears cases resulting from granting or denying permits through the administrative process of other City departments such as Police, Fire, Health, Public Works and City Planning.

This Grand Jury finds that many of the problems previously encountered by this Board with these City departments appear to be evaporating for several reasons. The Board appears to be more business-like in its meetings, or hearings, lacking the "frivolous atmosphere" and "insensitivity" that were apparent to a previous Grand Jury. Meetings of the Board are orderly. They are usually somewhat lengthy - perhaps more so than they should be. This results from the Board's attempt to give all applicants and protestants an adequate and equitable opportunity to present their case at the public hearing. The Board members appear well informed on cases being presented to them. Changes in department-head level of other City departments may also have contributed to the reduction in inter-department problems in that this Board is not regarded in as much an adversary role as it once was. Further, the present Board appears to be extremely concerned with public input and with the rights of "ordinary citizens" rather than with more influential applicants.

We commend Philip Siggins, Executive Director of the Board, for his services both to appellants and to the Board. Mr. Siggins meets with appellants, outlines the appeals process and gives the advice necessary to permit the process to work smoothly. We understand that he has often been accused of being an advocate of the appellant because of his very obvious attempt to assist the citizenry with their problems. This Grand Jury submits that this should be the function of the public servant.

The administrative process of permit denial and appeal is confusing to most citizens and should be clarified or modified. Applicants denied permits or licenses are supposedly given notice that they have a right to appeal within a short 10 days of the denial, although the processing period prior to that denial may have taken several months. In many cases, the appellant is unaware of his rights to appeal. It should be mandatory that with each denial of license or permit an applicant should be informed immediately in writing, in easily understood terms, of his rights to appeal and of the required timetable. He should have the counseling of a staff member of the Board at that time if necessary. The 10 day period for filing an appeal should be extended to permit adequate time for preparation and processing of the appeal.

BOARD OF PERMIT APPEALS (continued)

The need for an attorney (or attorneys) on the staff of this Board has often been the subject of discussion. The Executive Director has found it necessary to attend Law School to prepare himself for the service he must perform. It is the recommendation of this Grand Jury, as it has been from previous Grand Juries, that no such staff counsel position be established nor that the Director be required to be an attorney. We recommend that legal consultation be obtained from the City Attorney's office as and when required by this Board. There appears to be a concern on the part of the City Attorney that, by providing this consultation to the Board by his staff, he may create a conflict of interest situation. It appears to us that, by careful assignment of responsibility, the problem of alternately designating an attorney to work with this Board and with other "adversary" City departments can be eliminated.

This Board may hear over 400 cases in a year. With this as a consideration, it appears to be understaffed with only an Executive Director, one Secretary and one CETA employee, with academic training in the law, available to process all appeals and to offer the required services to appellants and to the Board. Budgetary problems appear to be extremely critical. It has been brought to our attention that for a period of several months in the last fiscal year, no funds were available for a court reporter to provide the required hearing transcripts and no funds were available for stamps and mailing of necessary documents. We are concerned of legal responsibilities if a situation develops in which a court hearing is required at a later date and no transcript is available from a Board hearing. It would suggest and we recommend that this Board be provided adequate funds to provide the services necessary to the public--including court reporters and personnel for counselling.

Our immediate impression of the office facilities of Mr. Siggins certainly was unfavorable. It appeared to be one of the shabbiest of all City offices. We recognize that physical facilities are not as important as a staff that performs its duties well, it nevertheless strikes us that this office should not give to the public the impression of total poverty and neglect.

PUBLIC LIBRARY

San Franciscans should be and can be pleased with the appointment of their new City Librarian. John Frantz comes to our City with vast experience, innovative ideas, and motivation to rebuild the library system. Following the controversy that surrounded a previous City Librarian, Kevin Starr, this Grand Jury Committee was impressed with both Mr. Frantz and with his predecessor, the interim caretaker of the system, Edwin Castagna.

PUBLIC LIBRARY (continued)

The Librarian has had little time since his arrival in February to effect substantial change in either organization or operation. His beginning by development of a master plan for the Library is laudable. We feel that, in its final form, this master plan should include not only program objectives but also detailed employee performance standards, not only recommendations for new facilities but also plans for better, more efficient use of existing facilities, not only appeals for or plans for additional staff and financial support but also plans for additional services resulting from streamlining the existing operation.

It now appears that the City Librarian is competent to deal with the administrative problems that have plagued the system for some time.

We are pleased that the budget for the next fiscal year includes provision for the Automated Circulation System to replace an out-dated "Self-Charge System". The new system, which has been recommended for many years, has been tried and has proven successful in other public libraries. It should be considerably more efficient and should reduce losses and overdue accounts. Although three new positions have been approved in the new budget, that of Assistant City Librarian has not. This is one of the major requirements of the Library as we perceive it. The position had been approved by the Mayor but was again cut by the Board of Supervisors. It is imperative that this position be approved in the future. The City Librarian must be responsible for administration and management of the library system but he must also interface appropriately with City government and, particularly in San Francisco, with civic and social groups. Without the services of an Assistant City Librarian to manage the budgetary and routine administrative functions of the system, priorities and time constraints would dictate that little effort could be allocated by the Librarian to important civic and social interaction. We understand that San Francisco is the only City of its size in the United States that does not have a similar library position funded at the present time. Some believe that management of the system can, and should, be left entirely to the City Librarian as his sole responsibility. The effort required of a new City Librarian to solve the current problems of a complex system will require more than routine management, however.

A recent research report compared eight major city library systems for U. S. cities with population of approximately 600,000 to 900,000. Although San Francisco ranked sixth in population within the library system service area in that study, it ranked first in total system bookstock and third in total system circulation. It had the largest staff per capita and the largest number of branch libraries. It appears, then, that the personnel and facilities are there to provide substantial and adequate service given the proper

PUBLIC LIBRARY (continued)

motivation and innovation by the new City Librarian and the cooperation of the City Administration.

The challenge to the Library system is its re-orientation from white middle class to a multi-national, multi-racial, multi-interest system. The administrative staff is beginning to recognize the needs and the branch libraries are being tailored to meet the needs of the communities they serve.

It is beginning to become evident that it is difficult to staff the library adequately within the civil service system. The system hinders the selection of appropriate employment candidates for very specialized assignments. It dictates promotion from within, thereby fostering inbreeding within an existing staff. And, it does not provide adequately for rewarding excellent employee performance of the kind expected at the professional level in a service organization such as the library. One of the City Librarian's major tasks must be the review of the selection process for new employees and for promotion of his existing personnel. Position descriptions must be modified to reflect the current requirements of the system and care must be taken by the Library and by Civil Service to recruit, employ and promote only those job candidates that meet the vigorous standards required by the system.

Previous Grand Jury reports have proposed a reduction in the number of branch libraries to effect increased service levels without increasing staff. This Grand Jury recommends that all existing branches remain open to serve the neighborhoods. It further recommends that consideration be given in the Library's master plan to opening certain branch libraries on Sunday afternoons, as is being considered for the main library, even if this requires modification of hours during the balance of the week. In fact, given a choice, it appears very clear that certain branch libraries would get wider use per employee during Sunday opening than would the main library.

For many years the issue of a new Main Library building has been discussed in San Francisco. It is generally agreed that a new, more functional building is a requirement for efficient operation. This Grand Jury heartily agrees that the existing building, although an architectural jewel in the Civic Center setting, is functionally a misfit for modern library operation. We recognize equally, however, the current economic realities of city government and recommend therefore, that consideration of a new Main Library building be deferred. It is inconceivable that a bond issue of the magnitude required for construction of the new facility could gain voter approval. It is further recommended that the existing building be reviewed within the master plan not only with the idea of making it more functional within some reasonable capital cost, but also with the idea of improving the physical condition of the parts that have fallen to woeful disrepair.

WAR MEMORIAL

The War Memorial Board is entrusted with operation of two 45 year old buildings, the Opera House and the Veterans' Building. The Opera House is a 3250-seat multi-purpose performing arts building. The Veterans' Building contains administrative offices, meeting rooms for Veterans' groups, an auditorium with a seating capacity of approximately 1000, and the San Francisco Museum of Art.

Past Grand Juries, in their reports, have been critical of the physical condition of the property. We are pleased to note a change in direction from those deplorable conditions. These facilities now appear to be in a much better physical condition than many other City-owned or City-maintained properties.

The Opera House is used substantially all year although it is not always revenue producing. It generates revenues only when performances are open to the public but not during rehearsals. The complex operates on an annual budget of about \$900,000. Current revenue is less than \$200,000 leaving an annual deficit of almost three quarters of a million dollars to be made up from the general fund. Any attempt to make these facilities self-supporting would require substantial increases in rent to the performing companies. These companies, in turn, would find it necessary to raise ticket prices or would require some form of tax support if they were to continue their cultural activities. Ticket price increases would be unpopular and may reduce attendance. The transfer of tax subsidy from the Opera House to the performing companies is unnecessary and cannot be recommended by this Grand Jury.

The Feasibility Study of a Proposed San Francisco Performing Arts Center (PAC) prepared by the Stanford Research Institute was studied in detail. The building, as proposed, would provide substantial flexibility in the scheduling of cultural events in the several auditorium facilities that would then be available. The proposed PAC would increase exposure to cultural events for the Bay Area public - approximately 50% of whom would come from outside San Francisco - since it would provide space for many more activities such as traveling road shows and musicals for which there is no space now available.

This Grand Jury heartily endorses the PAC proposal and recommends that, since the Center is a cultural arts facility, it be put under the management of the War Memorial Board and its Managing Director Donald Michalske when completed. Only in that way will the City benefit fully from the aforementioned flexibility in scheduling. We see little reason for the added expense of independent management. We are unequivocally opposed to its management by the Real Estate Department which manages the Civic Auditorium and other City buildings because of the lack of similarity of the

WAR MEMORIAL (continued)

functions of other City properties with those of the new PAC. In order to accomplish the merger of management responsibility, action will be required by the Board of Supervisors to expand the property limits of the War Memorial to include the proposed site on the block bounded by Van Ness, Hayes, Franklin and Grove. We further urge that the War Memorial Director be involved in the planning and construction phases of the PAC from its inception.

PORT COMMISSION

The management of the Port of San Francisco has found itself naively caught in the cross fire of opposing political interests. It has also found itself overburdened with financial problems not of its own making but mostly inherited when the City voted to take over its operation in 1968 from the State.

Members of this Grand Jury found Port Director Thomas T. Soules to be a thoroughly professional and knowledgeable maritime administrator with much experience in the shipping industry and many worldwide contacts. He must, however, be freed of the political shenanigans with which he is saddled so that he may function properly to reestablish the Port of San Francisco as a viable financial entity and as an asset to the City. It appears, for example, that the filing by the City of the recent suit against Triple A Machine Shop, the Department of the Navy, et al., at a time when arrangements had been made for negotiations to resume between Triple A and the Port for lease of the Hunters Point Shipyard property was either inordinately poor timing or an attempt at political embarrassment.

In order to survive, the Port must undergo radical physical changes as well as some obvious organizational and political changes. The San Francisco Port is faced with the problems typical of facilities worldwide that have not kept pace with technological advances in the maritime industry. The proposed plan to establish the required facilities, under the Port's direction, at Hunters Point appears mired in political controversy. Much of the traffic appears to be lost, for the time being, not only to Oakland, Redwood City, and the river ports, but also to Seattle, Portland and Southern California.

A major question that must be answered is the need for port activity in San Francisco itself, not in San Francisco Bay and adjacent river areas such as Stockton. This Grand Jury believes that Port activities contribute substantially to the economic life of the City. It is also our belief that maritime activity can and should be subsidized. It appears that the direct cost of Port operations cannot be borne entirely from maritime income. Commercial Port development, which must be actively pursued, could substantially defray the losses from Port operation.

PORT COMMISSION (continued)

Further, the Port must be absolved of the responsibility of paying the cost of operation of the fireboat "Phoenix". This total annual cost approximates \$1 million per year. It is our understanding that, through the efforts of Mayor Moscone, an agreement has been reached between the Fire Department and the Port Director to share this cost of operation jointly between these two entities on a 51%/49% basis, respectively, for the fiscal year 1977-78. Granted, the fireboat is operated for the safety of the Port. However, fire-fighting and the equipment with which to fight fires are the responsibility of the Fire Department. This Grand Jury recommends, therefore, that the total cost of operation of the "Phoenix" be borne by the Fire Department and that the Board of Supervisors adequately fund the budget of that department to provide for this increased cost in the future. A study, now being completed by the Fire Department, indicates that a new fireboat, costing some \$600,000 had the potential of saving the City almost that much each year, primarily in labor costs. We agree that, since the "Phoenix" is approximately 20 years old and nearing the end of its economic life, it could and should be replaced if the indicated savings - whether to the Port budget or to the Fire Department budget - can be realized.

Approximately \$86 million worth of bonded debt was absorbed by the City when it took over operation of the Port. Over 40% of the annual Port budget goes to pay interest on this debt. Recently the Port Commission took a major step toward developing the strategy with which to approach the State in an attempt to gain "forgiveness" for at least to reduce that portion, \$36.5 million, owed to the State. It is imperative that this Commission convince Mayor Moscone to use his persuasive powers and influence on the State legislators, with whom he worked so well for many years, to develop a sound and reasonable package for reduction of this obligation.

Perhaps 10,000 jobs in San Francisco are directly related to cargo handling and other maritime activities, such as ship chandlery, repair, insurance, etc. The economic multiplier effect on other peripheral jobs created by this direct employment could be two or three to one, creating some 25,000 jobs in the City and the Bay Area. In addition, San Francisco remains the center of port-related functions - even for many shipping companies whose cargo handling has been transferred to Oakland and other Bay Area ports -and the hub of import/export firms. The Port produces jobs, income to the local populace and, indirectly, tax revenues to the City. It is therefore, necessary to the City economy that the Port not only continue operation but also expand its activity in a logical, planned, businesslike manner.

San Francisco has one of the traditional, technologically obsolete ports. Its finger pier construction is grossly inadequate to handle large modern vessels and container cargo carriers. As

PORT COMMISSION (continued)

constituted, it cannot easily be converted to a terminal for handling bulk cargo such as coal. The major positive factor of the Port is the excellent, natural deep-water channel that now exists to Piers 80 through 98 and to the Hunters Point area.

The Army Street Terminal, Pier 80, was reconstructed several years ago at a cost of \$8 million. It has eight berths and two container cranes. It is, however, barely adequate and because of subsidence is only slightly above water level at high tide. This reconstruction was done despite the known risk of settlement, recognized at that time by the engineers working on the project. The decision was made to proceed then with construction on a less costly basis and face the consequences at a later date - now. The only technically viable solution at present is to place a layer of paving on the existing pier at a cost of \$150,000 to \$250,000, an expenditure the Port can ill afford at this time but one that must be done at some time soon if this pier is to remain as a usable facility. There appears to be no legal recourse available to recover any of the costs of reconstruction resulting from the now-obvious poor decision of ten years ago. Piers 94 and 96 were recently completed at a cost of \$15 million and are as modern as their competitors across the Bay in Oakland.

Several major projects are in the planning stage that will take economic advantage of both the deep-water channels available and the real estate potential of the water's edge. Maximum effort must be made by the Port Commission and the City Administration to spearhead a drive to develop the waterfront properties. Necessary permits must be obtained and the way cleared for construction of the proposed \$40 to \$60 million bulk coal terminal at Pier 94, the slurry terminal at Pier 98 and the \$29 million North Point Pier plan at Piers 37, 39 and 41.

Mr. Soules has already made contact with international receivers to assure, in advance, that markets are available for moving bulk coal through the Port. The investment in the bulk coal terminal will be made by private developers with relatively minor expenditures required of the City. It is estimated that the Port will benefit by almost \$1.5 million annually from this project when it reaches full operation of 10 million tons of coal each year. The Port would be required to dredge the harbor at a cost of about \$1 million to accomodate the large vessels used but this investment would be returned many times over in the future.

The recent resignation of Port Commissioner Byron Arnold gives Mayor Moscone an opportunity to appoint a third person to the five member Commission and, in effect, gain control of the waterfront through his appointees. Rumors that the future of Port Director Soules may be at stake in this appointment cannot do other than hurt the already troubled Port. Although Mr. Soules may have difficulty

PORT COMMISSION (continued)

dealing with the political problems of San Francisco's Port, he has nevertheless attracted several major developers. This Grand Jury believes that he warrants a vote of confidence from the Port Commission and the Mayor and an opportunity to continue to revive what had been a dying San Francisco entity.

Several interesting and innovative concepts were advanced and discussed during the investigation by this Grand Jury. At least one of these - the "independent" Port Authority - is worthy of comment. Without substantial further study, however, we cannot recommend the implementation of such a proposal at this time. We do recommend that the Mayor appoint a task force to study the legality, feasibility and acceptability of such an arrangement. As an example, under one scheme proposed, the Port would be directed by an elected board, be independent of the City and County government, and be subsidized by funds from a revenue producing source such as the Airport. Although such an agency, which apparently has worked well in other geographic areas, can and does have appeal to the Port Director, who has had difficulty disengaging the problems of the Port from those of the political arena, it does require substantial reorientation and restructuring of the City and County government. It must be studied very carefully.

Although not yet financially healthy, the Port appears to be improving its general fiscal condition. Back, unpaid rent is being pursued vigorously. A recent financial report may be somewhat deceptive, however, since it shows a substantial positive net income position. This in fact results from approximately \$2.95 million in insurance, payments received after the Pier 37 fire less some \$600,000 required to clear the site. Even in this transaction the present management has shown its resourcefulness. We understand that Mr. Soules had been advised to accept \$1 million for the loss but because of his tenacity and knowledgeability the Port's position has been improved by almost \$2 million. Approximately \$2.3 million of the settlement is now in escrow and can only be used for revenue producing capital improvements dedicated to maritime use.

This Grand Jury recognizes many problems still to be dealt with. We also note that there are improvements resulting from the current management. We strongly urge that City government improve its relationship and its attitude toward the Port and that a project plan be prepared and promoted for major development of the area. Unless this is done, the Port will remain mired in financial difficulty.

Wolfgang Hellpap,

Frank L. Markey,

Stelios M. Andrew, Chairman

MUNICIPAL RAILWAY

The Municipal Railway has a greater impact on the residents of San Francisco than any other City service. It is not an emergency service; it is not geared to one interest group; it is not an indirect service. The Municipal Railway provides vitally needed transportation to 250,000 passengers daily. All residents are eligible to use public transit, and a greater percentage do so than in any other city in the country, save New York.

In scope of proposed service, Muni is a first-class transit system. Over 80% of the City's residents live within two blocks of a Muni line. Muni operates more than 1000 vehicles over 70 routes having 800 line miles. It is first in the country in revenue passengers per employee; first in the country in vehicle hours per inhabitant; first in the country in revenue passengers per mile of service.

We emphasize the impact of the Railway because we are alarmed by the extent to which it has been neglected. Our report covers the effect of this neglect on City residents, how the neglect came about, and the parties responsible for it.

Equipment Deterioration

There can be no doubt that the Municipal Railway's rolling stock was allowed to deteriorate badly during the last three years. The Grand Jury has attempted to determine why, until recently, the equipment was in such poor condition.

Discovery

Muni first became aware of its critical maintenance problem in April, 1974. During December, 1973, while he was still Deputy General Manager, Curtis Green asked one of his operations analysts to study Muni's automotive maintenance practices. The resulting report, dated the following April, is astonishing. Record-keeping, inventory and maintenance itself were found to be chaotic.

Supervisors and mechanics wasted a lot of time on clerical work because shop clerks were badly trained and in short supply. Record-keeping was inconsistent and erroneous because of poor training and because the results were not seen as a valuable planning tool, but were regarded instead as history only. A chronic shortage of parts had resulted in 72 coaches (13 per cent of the fleet) out of service. Supervisors and foremen spent 50 to 70 per cent of their time rummaging for parts; a common practice was to raid an out-of-service coach for parts to repair another one. Mechanics even resorted to making parts themselves, and the resulting product might cost three times purchase price. The General Motors coaches were inspected every 6000 miles

MUNICIPAL RAILWAY (continued)

instead of the manufacturer's recommended 1500. The mechanics in the automotive divisions spent at least 60% of their time responding to emergency road calls since the poorly maintained buses broke down at an alarming rate. In short, there was a complete lack of anything a transit expert would call preventive maintenance.

Muni's Response

Despite the crippling effect of poor maintenance practices, Muni was still able to hobble along: the General Motors coaches (purchased during 1969-70) were relatively new and there were not enough operators to place a maximum demand on usage. Meanwhile, there was an attempt to regroup. Top management gave its official blessing to a policy of preventive maintenance, and although it took great persistence to convert the supervisors and foremen, a maintenance schedule was installed at Kirkland and Ocean Divisions. Mechanics and servicemen were made more efficient by having operators bring coaches into the yard for repair, by abbreviating the servicing cycle and by eliminating the use of mechanics as servicemen. Training courses and bi-weekly meetings were required of shop supervisors. A work order system was clearly needed, but was delayed for two reasons. An EDP system (TIMS) was being designed and the development of an interim manual system was seen as hindering progress on the automatic system. When it became clear that it would take years to develop TIMS, a manual work order system was devised but was not installed until early 1977 because of a shortage of clerical shop personnel. The chronic parts shortage could be solved only by increased budget appropriations.

The Board's Response

Following the revealing report of April, 1974 and Curtis Green's promotion to General Manager, the first budget submitted by the new Muni administration was for 1975-76. This budget emphasized preventive maintenance, including mechanics, shop clerks, and parts. The budget was approved by the Board of Supervisors without critical cuts; however, because of pressure to relieve the City's property tax rate, most of the new maintenance positions, including the clerks, were frozen. The Board promised to release the frozen positions in January, 1976 but did not. During May the Board requested that Muni cut one-half its vacant positions, both new and old positions which were vacant because they were frozen.

The Mayor's Response

In September, 1975 the Public Utilities Commission requested \$1.5 million for Muni maintenance, but the request was cut to \$.5 million by Mayor Alioto. In December Muni initiated an engine rebuilding program, using the supplemental appropriation to hire an outside contractor to perform part of the work and to hire six additional

MUNICIPAL RAILWAY (continued)

Muni mechanics. The number of out-of-service coaches dropped, but the program was terminated on June 30, 1976 when the half-million ran out.

The Results

During the summer and fall of 1976, Muni equipment was sinking to a critical level of disrepair. Any semblance of scheduled maintenance came to an end, as the mechanics coped with the ever increasing number of road breakdowns. The Elkton shop was capable of six engine overhauls a month, but the breakdown rate was at least 150% the repair rate. The Flyer trolleys were arriving, full of bugs and creating more work in the electrical maintenance shops. Throughout the mounting crisis, there was a severe shortage of mechanics and servicemen. Primarily because of the passage of Proposition B which cut craft workers' pay, the retirement rate doubled, but vacant positions were still frozen. The manpower shortage was acute in every classification; for the Electrical Transit Service Workers, hours of availability dropped 32%. Even the position of Automotive Transit Equipment Superintendent was vacant for over two years, and as of this writing, still is. When the last Superintendent died, he left 7 1/2 months of accumulated benefits which had to expire. Since then, there has been no list from which to hire a replacement, although one is now in preparation.

The Board Again

Meanwhile, the new Muni budget request for 1976-77 had been cut from \$87 million to \$80 million by Mayor Alioto and had been further cut to \$73 million by the Board of Supervisors. Instead of the 1902 drivers and 520 maintenance personnel considered necessary by Muni to operate the schedules then in force, the Board had allocated 1862 drivers and 512 maintenance personnel and because of continued position freezing, only 1800 drivers and 490 maintenance personnel were actually working. In August the PUC voted to accept the reduced schedule proposed by Muni and to send a strongly worded message to the Board. The message requested that frozen positions be restored and stated that the full complement of 1902 drivers would be required to meet schedules as printed. The Board did agree to release frozen positions if Muni would agree to another \$1.8 million cut. In September the PUC requested the remaining \$1 million to continue the engine rebuilding program, but the Board reasoned that Muni had the manpower to do the job in-house.

Crisis

The entire question of whether to reduce runs and how many drivers would be required to meet any given schedule was becoming academic; because of broken-down vehicles, Muni missed about 25% of scheduled runs during September and October of 1976.

MUNICIPAL RAILWAY (continued)

The Board's Response

In September, 1976, Muni reached its nadir; in November, the Board responded by hiring the United Transportation Development Corporation to investigate maintenance operations at the Municipal Railway. The UTD report, dated December 8, was hailed by the Board as proof that Muni's maintenance problems were due primarily to poor management; even a Public Utilities Commissioner declared the report "fair and objective." Indeed, the report is stylishly written, with just the right touch of sarcasm. Muni's written response, dated six days later, is dowdy, heavy-handed and evidently not even proof-read. In substance, both the report and the response are lacking.

One by one, UTD dismisses each possible factor in the maintenance muddle, leaving only management as the culprit. The Muni organizational structure (whereby accounting, personnel, safety, transit planning and public service all report to the PUC General Manager rather than to the Muni General Manager) is recognized as peculiar, but not a problem. The Geneva and Elkton yards are admittedly antiquated, but the Kirkland yard is declared adequate despite the fact that 244 coaches are stored in an area designed to hold 178. The parts shortage, not cured until the 1975-76 budget, is dismissed as a myth and part of the Railway's "folklore." A five per cent increase in approved staff is seen as an indication that "the Railway is no worse off now than it was in the late 60's." In reality, the number of working mechanics, machinists and servicemen has declined from 1 worker per 4.1 vehicles in 1967-68 to 1 worker per 4.5 vehicles in 1976-77. Since the UTD consultants are Toronto transit men, they should perhaps compare the Muni maintenance force to Toronto's. At the time of the report, Muni employed 506 maintenance workers for 1040 vehicles, or 1 worker per 2.1 vehicles; Toronto had 1994 maintenance workers for 2600 vehicles, or 1 worker per 1.3 vehicles.

Even though all problems external to Muni are discounted, the UTD report does offer several anecdotes which reflect poorly on Muni management. The Muni response to these stories generally consists of excuses and rationalizations and circuitous reasoning, when frank acknowledgement might be in order if no better answers can be given.

Reprieve

In late December, 1976, San Francisco received a Federal grant of nearly \$3.4 million, under the Local Public Works Employment Act. Mayor Moscone announced that approximately one-half the grant would be used to fund a crash maintenance program at Muni. Perhaps generosity was prompted by the Urban Mass Transit Administration. On November 10, UMTA sent a letter to the Public Utilities Commission threatening to discontinue Federal funds for capital improvement unless the City cleaned up its maintenance act. UMTA had so far pro-

MUNICIPAL RAILWAY (continued)

vided \$275 million, primarily for the purchase of new rolling stock, only to see those new vehicles rotting away for want of repairs.

During the Fall of 1976, a crash maintenance program had been outlined by Muni, the original idea being to ask the Board for a supplemental appropriation. When the Federal funds became available, the Emergency Maintenance Program was begun on December 1 and will continue until November 30, 1977. About 86 additional maintenance workers are to be hired, and most of the automotive personnel have been recruited. The diesel engine overhaul rate has been increased from 1.5 per week to 6 per week, and is expected to go to 7 per week. Approximately 100 coaches have been returned to service, and missed runs have been reduced to 5%.

A few of the projects originally included in the program were deleted because of a \$139,000 cut in Muni's share of funds. The Board of Supervisors voted to reduce Muni's share and the Recreation and Park share, and to use \$200,000 of the deleted funds to hire an independent consultant, (read UTD) to implement the recommendations in the UTD report. The Board took this action despite the fact that Public Works' money can only be used for wages and must be spent on deferred programs.

Financial Resources

Funding for the Municipal Railway has three nearly equal sources: fares; ad valorem taxes; and State and Federal assistance.

Fares

Currently Muni collects an average fare of 21¢ for a ride that costs approximately 68¢. While this Grand Jury is adamantly in favor of tax-supported public transit, we feel that the time has come for a fare increase. If the fares were increased to 35¢ for regular riders and 10¢ for children and seniors, total revenue would increase from \$22 million to \$29 million. A counter argument often heard is that ridership would decline, but we cannot imagine that regular riders would walk, drive, or simply stay home rather than pay an extra dime or nickel. Those on General Assistance already ride free, and the increased fares would still be among the lowest in the nation.

During the coming year, fares will account for an even smaller proportion of expenses. The Muni budget for 1977-78 shows a deficit of \$62 million; the deficit for last year was \$48 million. The Metropolitan Transportation Commission paid 6% of Muni's operating expenses last year, and this important source of funds might be endangered if fares are not increased. MTC guidelines call for 35% farebox funding as a prerequisite to MTC financial assistance. Even with the credit allowed for discounted fares, Muni is only 32% fare-box funded, and the percentage will drop when the new budget is

MUNICIPAL RAILWAY (continued)

effective.

The Public Utilities Commission approved a fare increase over a year ago. During the furor last Fall over the increased property tax rate, Mayor Moscone sent to the Board a list of several alternative revenue sources, including a Muni fare increase. The Board's Finance Committee rejected the suggestions in toto. Instead, the Board raised the property tax rate and refused to fund a maintenance program for Muni. Not only did the Board fail to increase fares, their failure to fund a maintenance program has resulted in a decrease in farebox revenue. When Muni misses 25% of scheduled runs because of poorly maintained equipment, the effect on fares collected is noticeable. During last September and October revenue was 9% less than in 1975.

The fare increase so far proposed has been 35¢ and 10¢ for single rides, and \$15.00 and \$3.50 for Fast Passes. Perhaps it would be wiser to keep senior fares at the present level and raise passes proportionately less than single fares in order to encourage regular riding. We do not endorse any particular scheme, but we do urge that fares be raised in some manner in the coming year.

Ad Valorem Taxes

Despite inflation and rising salaries, the City's share of Muni funding dropped from \$36.9 million in 1974-75 to \$25.6 million in 1975-76. It is true that most of the decrease was caused by the sixty-day strike since wages and benefits account for nearly 90% of Muni's operating expenses (compared to 65% for other Bay Area transit systems). Nevertheless, City support dropped about \$2.8 million (nearly 8%). We believe that the underlying reason for this inadequate financial support is a mistaken notion on the part of some members of our Board of Supervisors that the Muni budget should not show such a large deficit.

The proposed Muni budget for 1977-78 included 55 additional maintenance personnel expressly for a preventive maintenance program. It should be kept in mind that overtime will be cut by 25 man years, leaving the true increase in manpower at 30. The original budget had provided for 144 new maintenance workers, but that number was cut to 55 by the Public Utilities Commission. The PUC's rationale for the cut was that Muni could not absorb that many new workers in one year, even though the Emergency Maintenance Program was utilizing the services of 60 new, but temporary, employees with spectacular success.

We attended one session of the Board's 1977-78 budget hearings, on the day of Muni's reckoning before the Finance Committee. The chairman of that venerable committee is Supervisor Barbagelata; the other members are Supervisors Kopp, Molinari and von Beroldingen. Throughout the hearing, the members of the Finance Committee seemed

MUNICIPAL RAILWAY (continued)

determined in refusing to believe that the Muni budget could possibly be warranted. Supervisor Barbagelata commented that "we lose \$5 million a month on Muni," although other city departments are not expected to make money. He estimated an average taxpayer's annual share of the Muni budget deficit and appeared astounded at the answer which was \$200.00 for a house assessed at \$50,000. Perhaps Supervisor Barbagelata thinks in terms of the taxpayer who maintains a car and drives it everywhere, rarely using a transit service he is nevertheless forced to pay for. A more enlightened view might consider that the purpose of a public transit system is to get drivers out of their cars; that the cost is a bargain for those to take the Muni; and that traffic is reduced, the environment protected, and energy saved, all of which benefit everyone, even those who must drive.

Supervisor Barbagelata cited the UTD report as generally accepted proof that Muni does not require more mechanics; he even stated that Muni already has more maintenance personnel than the Toronto system, although in reality it has fewer. The American Public Transit Association ranks Muni 18th out of 20 North American transit systems in maintenance workers per vehicle; Toronto is ranked second. Supervisor Barbagelata further stated that he cannot rely on Muni's assessment of its own situation, that he would prefer UTD's recommendations. Supervisor Kopp questioned the need for additional workers when Muni is currently meeting 95% of all runs, a specious comment. Surely the improvement is proof of the need, the increase in runs having been accomplished by a tremendous increase in manpower.

The outcome of all this haggling is that the Board has agreed to Muni's 55 new maintenance workers if the PUC will request a supplemental appropriation in order to hire UTD as a consultant to Muni. The PUC had finally convinced the Board that Public Works' money could not be used to hire UTD, and UMTA had made it clear that its funds cannot be spent on a sole-source contract. Undaunted, the Board decided that UTD consultation is so essential as to warrant an appropriation from the General Fund.

During the Fall, the Board had hired UTD, under a nominal contract, to study Muni maintenance practices. The resulting report placed all blame on Muni management and completely discounted the lack of manpower (and thus the Board) as the primary problem which we believe it to be. Now Muni is asked, or rather ordered, to join forces with their detractors to implement the preventive maintenance program, a venture for which the consultants will be paid \$200,000. Apparently even UTD is uneasy about the feelings they raised at Muni since they asked the PUC for assurance that if hired they will be made to feel welcome!

We do not question that Muni could profit from the advice of Toronto transit experts, but we do object to such blatant political manipulation. It seems to us that the Board has attempted to give

MUNICIPAL RAILWAY (continued)

the appearance of discovering the cause of Muni's maintenance problem and subsequently solving it, when in reality they have done neither. We strongly urge that the Board adopt a more rational attitude toward Muni funding.

State and Federal Assistance

For several years now, the Public Utilities Commission has been instrumental in securing State and Federal funding for Muni. During 1975-76 State and Federal funds provided for 31% of Muni's operating expenses. Of even greater significance is the capital improvement program financed by the Urban Mass Transit Administration. UMTA has so far spent over \$275 million to provide San Francisco with a new fleet of motor coaches and electric trolleys which are already in service, and the all new Muni Metro which is due to begin operation in 1978. We applaud the PUC for its role in building a modern Muni. Since UMTA has stated emphatically that future capital will be denied unless the equipment is kept in good repair, we call upon the Board of Supervisors to ensure a proper maintenance program.

Driver Attitude

Time and again the members of the Grand Jury have heard and voiced complaints about the rude and reckless drivers. We have found five leading causes for poor driver attitude: discipline, equipment, security, schedules and selection.

Discipline

Muni's Transportation Department is charged with the discipline of all drivers, inspectors and dispatchers. Until recently, the principal tool of driver discipline was a day's suspension, used mostly for running sharp (ahead of schedule) and miss-outs (failure to report in time for the first run). Another means of discipline was something called "attitude development," to which drivers were sentenced for discourtesy. We feel that the Transportation Department has displayed an attitude problem of its own, promoting a policy of suspensions and pooh-poohing the value of regular in-service training for drivers and supervisory training for inspectors and dispatchers. We have even heard attitude development referred to as a "glamour course"!

Suspensions have been a major factor in low driver morale. The drivers regard the inspectors as their enemies because it is the inspectors who observe and report running sharp; the drivers feel that some inspectors have favorites and pick on those whom they do not favor, and the inspectors are rarely suspended for their own misconduct. The inspectors themselves are not too happy either. They may actually make less money than when they were driving (because they no longer receive premium pay), and yet they do not enjoy the compensation

MUNICIPAL RAILWAY (continued)

of management status. The atmosphere is one of suspicion and resentment, when what is required for a smoothly functioning transit system is a spirit of friendly cooperation. It is the Muni drivers and their inspectors who are the primary providers of public service in our City.

In the arena of driver discipline, there has been for some time now a tug-of-war between the Muni Transportation Department and the Transport Workers Union, with denunciations on both sides. But now that the Union and top Muni management have finally joined forces behind a new Uniform Disciplinary Code, it seems realistic to expect real improvement in the near future.

While Muni is not ceding its right to discipline employees found guilty of major violations, such as dishonesty or drunkenness, the new discipline code calls for a stair-step of corrective actions for minor or moderate infractions, such as running sharp, miss-outs and discourtesy. The corrective actions range from verbal "caution and reinstruction" for the first offense in a three month period to possible termination for the sixth offense. Furthermore, it is now official policy that Division Superintendents and inspectors will work with the operators in finding solutions to problems, and that they will develop rapport and a more personal style of supervision. The inspectors' morale will improve when they are not perceived as henchmen and when they are treated as management. The emphasis will shift from punishment to correction as Muni makes a concerted effort to reduce accidents, miss-outs, and courtesy complaints by raising driver morale. During a six month trial period, careful records will be kept of disciplinary actions, and we recommend that the next Grand Jury determine whether improvement is achieved.

Equipment

The Muni drivers, already feeling low because of the suspension policy, are further demoralized by the condition of the fleet. When the shops and yards are full of vehicles waiting for repairs, a large number of runs are missed, as much as 25% in September and October of 1976. Passengers wait and wait, only to board crowded buses or to be passed by altogether because if the driver were to open the door, someone would fall out. Driving a sardine-packed bus full of irritable passengers, every morning and every evening through heavy traffic must be quite provoking. This is not to say that driver temper is excusable, but under the conditions described it is understandable. Furthermore, a driver can hardly feel satisfaction in his work when he knows he is providing second-rate service and there is little he can do about it. At least this is a problem that has an obvious solution, and the situation is well in hand as the Emergency Maintenance Program continues to return coaches to service and the number of missed runs holds to 5% or less. Of course, this program will end on November 30, 1977; the future depends on a permanent preventive maintenance program.

MUNICIPAL RAILWAY (continued)

Security

Security is another major factor in poor driver morale and attitude. The drivers, especially those without radios, feel abandoned when faced with violence on their coaches. In order to be first on the draw, they may do a tough-guy act. The Board of Supervisors, the Public Utilities Commission, the Municipal Railway and the Police Department have had considerable difficulty in agreeing on a solution to crime on the Muni. A large force of regular police officers would cost too much. Temporary officers, who would receive full pay, but limited tenure and no retirement benefits, would be cheaper, but the use of temporaries is opposed by regular policemen who see a threat to their own security and status. The least expensive solution is a force of Federally funded CETA guards, but there is a natural reluctance to arm them since they are not professionals.

The outcome was the decision to train a new class of CETA guards, to be ready for duty in June under the supervision of the Police Department. Unlike previous CETA guards, the new ones will be authorized to carry a weapon. Although we have been assured that they receive the same degree of fire-arms training as a regular policeman, we do not consider armed CETA guards the ideal solution.

Since it is impossible to supply a guard for every Muni vehicle and since such a cure might be worse than the disease, we are hoping that the new communications system will go a long way in alleviating crime on the Muni. The system has been approved for funding by the Urban Mass Transit Administration, but remains to be contracted. The system's primary security feature is a silent alarm which will enable a driver to call for help without endangering himself or the passengers. The system is in use in three major cities and is reported to have reduced transit related crime by 85 to 95%. We urge that all parties concerned, work diligently to install our new communications system as soon as possible.

Schedules

Another major factor working against good driver attitude, and safety as well, is the scheduling of runs. The schedules were drawn up long before present traffic conditions. The drivers' attempts to finish their runs on time is a leading cause of rudeness and reckless driving. It is the primary reason drivers leave their runs early (running sharp), run red lights, pick up passengers without pulling in to the curb, pass up other passengers altogether, and fail to wait for the elderly to be seated. While tight schedules do not excuse reckless driving, it is certainly a cause. We feel that many drivers will not accept responsibility for attitude as long as they can find an excuse in tight schedules.

The Transport Workers Union calls for schedule revision,

MUNICIPAL RAILWAY (continued)

but takes Muni to court over a proposal to delete three runs from one line and shift them to a more crowded line, arguing (successfully) that the transfer would be a hardship for those drivers on the reduced line. Consider also that the Union asked the PUC to establish Muni runs to the airport, when excellent and inexpensive service is already provided, and it seems clear that the Union is bucking for more runs and thus more drivers. Since a significantly larger operator force is unlikely because of the City's financial condition, we hope to see improved cooperation in making effective use of the drivers currently authorized. We have been assured by the PUC that schedules will indeed be revised.

The automatic scheduling system (RUCUS) which will soon be installed at the PUC Computer Center is expected to be a boon to the tedious and time-consuming chore of schedule revision. Another cause for cheer is Muni's current consideration of changing from a schedule-first philosophy to a spacing-first practice. Currently the inspectors are required to keep vehicles on schedule as much as possible, rather than space them out when a driver is late due to traffic conditions. This requirement is the primary reason for "bunching", an irritation to drivers and passengers alike. Since bunching usually occurs during rush hours when runs are frequent anyway, we feel that spacing should take priority over schedules. The scheduling system and the practice of spacing (if adopted) will improve Muni's responsiveness to changing requirements, if the cooperation that is sorely needed is forthcoming.

Selection

Even though the percentage is small, there do seem to be drivers who are unsuitable to public service. In past years, the Civil Service Examination for drivers did not attempt to assess a candidate's even temper. The situation is improving, however, because the latest examination included English usage and driving codes, as usual, but in addition the candidates were examined by an oral board which deliberately tried to provoke them into losing their tempers. Those who became aggressive and those who remained passive were failed; the successful persons were those who confronted the situation, but in a reasonably calm manner. Muni has received high praise for the drivers so far hired from the new list, and as larger numbers of these persons are hired, the public may see a difference in driver attitude.

It is indeed necessary now to use the word persons instead of men. Women comprise nearly 13% of the new eligibility list; before the new list, less than 1% of Muni's 1800 drivers were women. We think women drivers are not only adequate, we suspect that adding women to the force might, if anything, improve the tone a little.

Safety

Accidents on the Municipal Railway have received extensive

MUNICIPAL RAILWAY (continued)

press coverage during the last year. The Grand Jury has studied the problem of accidents, both their causes and the remedies.

Occupational Safety

By far, the greatest tragedy during the last year was the death of two cable car machinists on December 9. The Grand Jury has read detailed accounts of the events leading up to the accident, both Muni's report and that of an independent consultant. The consultant is a highly recommended safety engineer and registered safety inspector. According to his report, the safety procedures used in the cable car barn for 80 or 90 years were not adhered to that day because of an unfortunate combination of events. The usual procedure is to shut down cable winding machinery before machinists begin repair work. On the day of the accident, three machinists were sent to the vault at California and Mason Streets before the winding machinery was shut down. They were instructed to perform some preliminary work at street level, but not to enter the vault. Instead, the three men entered the vault in order to conduct an impromptu training session for the newest employee, and while there decided to begin the initial phase of the work to be performed. The work required standing between the spokes of the wheel; at that moment, the cable was released from the powerhouse, causing the wheels to rotate and crush two of the machinists, both the newest employee and the one in charge. Even though the machinists disobeyed orders, the accident would not have occurred had the riggers in the powerhouse released the cable earlier in the morning. They had been delayed because a vendor's truck had arrived and required loading, and the cable car machinery supervisor did not want to delay departure of the truck to bring back a shipment of new cable. The consultant's conclusions are that the supervisor should have communicated more effectively with the riggers in the powerhouse, but that he was relying on the well-established procedure that repair work does not begin until the machinery is shut down. The consultant also concluded that while the accident could have been avoided, it was caused by a combination of events rather than the negligence of any one or two people. Another aspect of the tragedy is that the cable car facilities were inspected by Cal OSHA in January 1975, and no criticism was made of the established safety procedures for repair work.

During the past year the press reported that Cal OSHA was threatening to shut down the Railway because of numerous safety violations. Using a supplemental appropriation, Muni began an all-out effort early this year to correct hazardous conditions; as of this writing all serious violations and most minor ones have been corrected. The question, of course, is why safety was so badly neglected for so long. One reason is Muni's own failure to emphasize occupational safety and to develop clear-cut guidelines for the sharing of responsibility by engineering and safety. Another problem has been the combined position of Director of Personnel and Safety; personnel is a

MUNICIPAL RAILWAY (continued)

full-time responsibility in itself, and in most other transit systems there is a separate person in charge of safety. This aspect of the problem should improve shortly when the Public Utilities Commission hires a Director of Safety, as provided for in the new budget. The safety director will ensure that Cal OSHA standards are met and will also develop training programs geared toward the reduction of accidents. It is also true that during the past two years Muni's budget requests for safety improvement have been denied.

The costliest Muni accidents, in terms of personal injury and thus dollar volume of claims filed, are pedestrian accidents, followed by intersection collisions and boarding and alighting accidents. These accidents are most frequently a result of Muni's tight schedules which motivate drivers to speed, to run red lights, to pick up passengers from the street, and to start up before waiting for the elderly to be seated. The obvious solutions, it seems to us, are schedule revision and more frequent driver training. Muni is well aware of the fact that when training is increased accidents decrease. At one point, it was decided to give in-service training to all drivers during the early spring slack period. Because all drivers were to be trained during a short period of time in limited facilities, the amount of training was only one-half the amount formerly given. The subsequent accident rate was increased 2-1/2 times for those drivers who received the reduced training.

Given the necessary spare drivers, instructors, and facilities, Muni's ideal would be to give in-service training to all drivers every two years. The primary obstacle in achieving this goal is a shortage of drivers; they cannot be spared from driving in order to participate in training. Even when (and if) all authorized positions are filled, there will not be a sufficient number. Currently, training is given only as a disciplinary measure, a practice which must certainly promote a poor attitude toward training on the part of the drivers. Another obstacle to good training is the Charter restriction that only 20¢ per hour incentive can be paid to line trainers. The initial training for a new driver consists of five days of classroom instruction and sixteen days of road instruction (line training). Experienced drivers are reluctant to give road instruction for such a minimal financial reward. We recommend that Muni take steps to give recognition to drivers considered good enough to be selected for line-training, to give it honor status. An important ingredient in status is money, and we hope that the PUC will actively encourage a repeal of the Charter restriction.

Despite the problems encountered, some improvement has been achieved and proposals now under consideration may lead to further improvement. The initial driver training course has been improved and the accident rate for the newer drivers is less than that for drivers overall. The Bay Area Regional Transit Association is considering conducting quality in-service training for the benefit of

MUNICIPAL RAILWAY (continued)

all Bay Area transit systems.

Cable car accidents have been especially well-publicized during the last year. The majority of the accidents have involved running board passengers being hit, and boarding and alighting injuries. In January the PUC adopted new rules limiting the number of outside passengers, and requiring signs to be posted warning against leaning out and overcrowding on running boards. Muni has also recommended the prohibition of left-hand turns by automobiles on cable car streets, the posting of signs warning automobile drivers of cable car turns, and the proscription of running board passengers altogether. Muni's Transit Improvement Program is considering the development of a hydraulic braking system and improved night lights.

The three well-publicized cable car accidents of last Fall were caused by faulty depression beams, which caused the cable cars to stop suddenly. Muni had previously requested \$400,000 for a program of Reconstruction and Replacement, including \$250,000 to repair the depression beams, but the entire request had been denied by the Public Utilities Commission. Following the accident, a supplemental appropriation was approved by the Board of Supervisors. It is interesting to note that claims arising out of the three accidents had amounted to more than \$860,000 as of last January. The amount settled, if typical, will be only 8% or 9% of the amount claimed, but it is a sobering thought that the accidents could have been avoided altogether.

Conclusions

We have demonstrated that the number one problem at Muni has been the lack of a preventive maintenance program. Poorly maintained coaches, trolleys and streetcars break down frequently, creating a workload the understaffed shops cannot cope with. The effect on service is devastating when as many as 25% of all runs are missed. Passengers are kept waiting, buses are crowded, and drivers are rude. Furthermore, State and Federal financing is jeopardized when fares drop and when equipment is not kept in good repair.

The primary reason for inadequate maintenance has been inadequate funding. Muni caught on to the need for more maintenance three years ago; the Board of Supervisors is just now showing signs of reluctant agreement. Not only has the Board failed to recognize the critical need for better maintenance, they have attempted to place all blame on Muni management and are now presenting outside consultation as the solution. When a preventive maintenance program is installed and transit service is permanently improved, the Board will no doubt take credit. In reality, the Board has caused the problem, and their suggestion that they have discovered the cause and proposed the solution is a sham.

We do not imply that Muni management enjoys a spotless record.

MUNICIPAL RAILWAY (continued)

A manual work order system should have been installed long ago, despite the impending automatic system and the shortage of clerical help. Disciplinary policy was unwise and deserved redesign before now. Occupational safety has not been accorded its proper importance. The most telling event of the year was the adoption of Alfred Eggen's proposal to combine the two cables used on the Powell-Mason cable car line. Mr. Eggen's ingenuity will save the residents of San Francisco nearly \$100,000 annually. He first conceived his idea years ago, but could not convince Muni management to take responsibility for such a change. We congratulate Muni on the numerous improvements that are underway, but we hope that in the future they are not so ponderously slow to take action.

We do not believe that Muni management can be fully evaluated at this time. Because of the overwhelming primacy of factors beyond their control, the current Muni administration has not been given a chance to show what they can do. The utter hopelessness of the situation has probably aggravated any management shortcomings. But if the required personnel are funded and a preventive maintenance program is installed, we have every reason to believe that Muni will provide the City with good transit service. We were quite impressed with the dedication and resourcefulness we encountered during our many discussions with Muni officials; nearly every person had concrete ideas for improvement in his area of responsibility.

Our primary recommendation to Muni is to be bold in tapping the ideas of its own employees, and to be firm and swift in the adoption of better ways of doing business.

Irene G. O'Neil

Suzanne E. Perry

Leslie Evans, Chairman

DEPARTMENT OF CITY PLANNING

The Department of City Planning, under the City Planning Commission, has the responsibility of adopting and maintaining a comprehensive, long term general plan for the improvement and future development of the City, known as the Master Plan, including making any necessary changes and coping with numerous existing and future complex problems in the Neighborhood, Commerce and Industry, Transportation, Housing and Land Use planning. The Department maintains constant contact with the federal and state governments and agencies, many of the other city departments and agencies, and the public. The City Planning Department is assigned the task of processing approximately 600 building permits a month and providing city-wide liaison so that neighborhood groups are informed of planning matters, to ensure that neighborhood concerns are incorporated in the decision-making process. It also works closely with citizens advisory committees and other neighborhood groups.

With such a broad and important assigned task, the staff of this department, has been coping with its assigned work-load under a minimal skeleton crew and in poorly located office quarters at 100 Larkin and 1212 Market Streets. In spite of the severe handicapped condition in which they have been placed, Mr. Rai Okamoto, the Planning Director, and his administrative staff have (since the first of January, 1976, when Mr. Okamoto took charge of the Department) devoted themselves to their assigned task and have displayed their remarkable professional ability in all aspects of their duties.

Past Grand Juries have recommended housing the Planning Department personnel together in one office building rather than in three separate ones. We are happy to see that some consideration has been given to these past recommendations and that the Department personnel are now housed in only two instead of three locations. However, it is noted that there is still much hinderance in the performance of their duties and inconvenience to the public because the Department is not located together in one building and also is located away from the other City departments, with which this department has close daily contact.

With respect to the clearly noticeable shortage of working staff, Planning Director Okamoto has submitted excellently prepared Budget Explanations for the coming 1977-1978 fiscal year, supporting the conservative and well prepared 1977-1978 Budget for the City Planning Department. However, this Grand Jury deeply regrets to report that, the necessary budget requests have been drastically cut down or completely rejected by the Mayor and/or Board of Supervisors' Finance Committee. For instance, a budget request for 6 clerk typists had been submitted for the coming fiscal year. Seven clerical positions (3 ad valorem and 4 CETA) were lost in the past year,

DEPARTMENT OF CITY PLANNING (continued)

because people left the Department and their positions were not allowed to be refilled. After the Mayor's office had trimmed the request and approved 3 Clerk Typist positions, the Board of Supervisors' Finance Committee disapproved the entire request allowing no replacement of the badly needed clerical help. The submitted Budget Explanations clearly set forth the importance of having the few requested positions approved. The Work Program for the coming fiscal year was also excellently prepared and submitted by the Planning Department last February. When examination of both the Work Program and the Budget Explanations is thoroughly made, there should be no doubt how sincerely and in detail these two submitted documents were prepared by the department.

Mr. Okamoto has been much concerned with the lowering of staff morale ever since he took office. Although he has been able to handle this potential problem very efficiently so far, this Grand Jury recommends the following in order to enable the department's work-load to be processed promptly and smoothly:

1. If and when a supplemental budget is submitted by the department, that it be given prompt attention and a thorough review.
2. It is also recommended that the Planning Department be placed in one centralized location, if at all possible, together with or close to the other City departments with which the department has frequent daily contact. It is urged that this recommendation be followed and realized within the next few months, instead of waiting for a building to be acquired in the future, since this also is tied in closely with the efficiency of the work-load processing and the morale of the department personnel, not to speak of the inconveniences placed on the public having business contact with this department.

PARKING AUTHORITY

Under the five members of the Parking Authority, there are only three on the staff working in the Office, including the Director. In spite of this small staff, unlike those prevailing throughout the City departments, there appears to be no morale problems existing in this office. Mr. Arthur Becker, until his retirement, effective January 31, 1977, apparently had received good reciprocal cooperation and assistance from his staff, the Parking Authority members and other departments. In addition to having no morale problems, Mr. Becker indicated that his department had no budgetary fund shortage problem and no complaints on the number of staff.

Succeeding Mr. Becker, Mrs. Margaret L. Brady was appointed

PARKING AUTHORITY (continued)

and took over the directorship the first of February of 1977. As did Mr. Becker, Mrs. Brady has indicated that, despite the completion of BART the need for additional parking facilities in the City has not decreased. Except for the Performing Arts Center garage and the two decks being added to the Mission-Bartlett Garage, there will be no more large parking facilities built for some time, unless construction of the Yerba Buena Center is begun in the very near future.

As to the existing public parking garages, the new Director had submitted for approval a budget request of \$6,000 to remodel the 3 elevators in the Civic Center Garage, where only one is now in operation. Although this request was turned down by the Finance Committee in April 1977, two oil-hydraulic elevators are presently being installed with the contingency fund being used. This will enable the Civic Center Garage to have three elevators in working condition within a few months.

The Neighborhood Parking Program, which has been in effect for over ten years, is working very smoothly with 22 Municipal parking lots, apart from the curbside parking, in existence at present. With a keen lively interest in her new position, Mrs. Brady has actively started to conduct a close study and survey of the neighborhood shopping district parking.

In conclusion, it is found that this is one department of the City, where very few problems exist. Mr. Arthur Becker is to be commended for his job well-done and it is very fortunate for the Parking Authority to have such an active and capable new Director, Mrs. Margaret Brady to succeed the position.

RECREATION AND PARK DEPARTMENT

The Recreation and Park Department has such a broad diversity of activities that it is almost impossible for us to investigate each of them thoroughly during this Grand Jury's term. Consequently, this report is a result of concentration on certain problems which were brought to our attention and investigated. This department, headed by Mr. John J. Spring as its Director and under the Recreation and Park Commission presided over by Mr. Eugene L. Friend, supervises and manages many facilities, which the City and County of San Francisco is famous for and can be proud of. However, in recent years, due to lack of funds for proper management and maintenance, some of the facilities have been left to run down and now have even gotten to the state of disgraceful disrepair.

RECREATION AND PARK DEPARTMENT (continued)

The Golf Courses

Investigating the conditions of the five Municipal golf courses, there is much to be improved in the manner of management and the maintenance of the courses and the building facilities. For the above reason, concerned citizens organized the Citizens Golf Association of San Francisco in 1972. In spite of the efforts and volunteer contributions of this concerned citizens' group for the past five years, there still remained apparent deterioration in both the management and maintenance of the building facilities. In January of this year a "Citizens Advisory Committee for the Municipal Golf Courses" was appointed by the Board of Supervisors with its first meeting being held on the 22nd of February. This Grand Jury is happy to see these two groups working very closely. The new Advisory Committee is attempting to find some good solutions by starting to look into all aspects of the existing problems regarding the Municipal golf courses. Investigation has been conducted by this Grand Jury, including the studying of the Citizens Advisory Committee's unofficial interim report drafted with what it has been able to find out in the short time of only a few months since its formation. We understand that there is a proposal made and a public hearing is being planned on the feasibility of leasing out management and operation of the Municipal golf courses to private parties, which may be one good solution in the improvement of all aspects of the golf courses which once had a fine reputation. This Grand Jury has received and studied a copy of an interim report and recommendation proposed, in a rough draft form, by a sub-committee of the Citizens Advisory Committee. The Report is yet to be finalized and approved by the Advisory Committee as a whole. The proposed recommendations are detailed and thorough. It is, therefore, strongly urged that the Recreation and Park Commission, the General Manager, the Director and the Supervisors placed in charge of the golf courses and facilities, make every effort to carry out promptly the good and feasible recommendations the Advisory Committee may propose. In the meantime, without waiting for a permanent new policy on the management of these assets, the Grand Jury strongly recommends that all City officials involved see to it that the following is carried out:

1. A fund be appropriated and approved to improve the restaurant facility of the Lincoln Park building which has been condemned and closed for the past several years, to have it restored to the standard required by the City Codes and ordinances, so that it will be easier to find a consessionaire to run a good restaurant to be utilized by golfers and possibly by the general public.

2. Patrolling and marshalling of golf courses are practically non-existent at present. It is strongly recommended that at least one marshal be assigned to each of the three 18 hole courses so that each of the golf course supervisors will be able to devote his

RECREATION AND PARK DEPARTMENT (continued)

time to all phases of his assigned duties efficiently. It is further recommended that the Recreation and Park Commission and the Department make a request for cooperation to the Police Department that a standing order be issued to have Officers from the Police Station, in whose geographical jurisdiction the courses are located, to give full cooperation and assistance to the marshals of the golf courses as part of their assigned duties. This was done many years ago. Also, an inter-communication system is necessary between the Police patrol cars, the Golf Marshals and the starters' offices. A method is needed where citations may be issued to trespassers and vandals on the courses by police officers responding to the request of marshals or starters. This should decrease the number of so-called "free-loaders" on the courses, increase the revenue from the green-fees and minimize any unnecessary golf course repair and maintenance cost.

West Sunset and Diamond Heights

It is noted that at various recreational facilities, such as West Sunset and Diamond Heights area recreational parks and facilities, and on many other children's playgrounds much vandalism can be observed with the damages not repaired promptly. It is recommended that funds be appropriated to have such repairs made immediately or have measures taken so that such damages cannot be done so easily and enable children, senior citizens and others to utilize such facilities safely and without any fear.

A vacant lot, left unused for many years, is existing adjacent to the West Sunset Recreation Center, where a recreational facility such as a soccer ground may be developed by the Recreation and Park Department. This Grand Jury investigation reveals that the land title to this vacant lot is in the name of the School Department/Board of Education. It is recommended that this title, which was acquired by the School Department/Board of Education in the early 1950s, approximately 25 years ago, be transferred, to the Recreation and Park Department for a recreational facility, which could be utilized in this area of the City. For this purpose, it is strongly recommended that the Controller's Office give full cooperation and assistance to the Recreation and Park Commission and Department and the Board of Education and that all parties concerned promptly work out the best possible way for this title transfer and materialization of such recreational facility.

Golden Gate Park Closing

This Grand Jury is happy to see that the Recreation and Park Commission and Department are very thorough and cautious in conducting their public hearings and coming up with fair and wise decisions thereafter. The public hearing on the additional holidays' closing of Golden Gate Park to auto traffic held on April 11th was most efficiently handled and the subsequent decision

RECREATION AND PARK DEPARTMENT (continued)

made by them was most appropriate against this additional closing.

This Grand Jury wishes to thank all the Commissioners and the administrative staff members of the Recreation and Park Department and also the Director and staff of the Real Estate Department for rendering us their full cooperation and assistance during our study and investigation of the Recreation and Park Department.

Mrs. Mary B. Donnelly

George A. Kardum

Seizo F. Oka, Chairman

DEPARTMENT OF SOCIAL SERVICES

Mr. Edwin Sarsfield is General Manager of this department and controls a budget of \$163 million of which approximately \$20 million is medical aid to families with dependent children. The department contracts an additional \$1.5 million in supervised home supportive services. This department has one of the three largest budgets in the City and County of San Francisco; the first of which is the Department of Public Health Budget, and second the Unified School District. The Department of Social Services employs 1,600 people and occupies five buildings in the City. The first three floors of the Flood Building at 870 Market Street are occupied by the Department of Social Services. Food stamps are distributed at 1360 Mission Street. A building is being constructed at 170 Otis Street. It will be completed around March 1978, and will house all of the Department of Social Services offices.

The Department of Social Services also provides aid to the totally disabled, mentally retarded, aid to the blind, aid to people over 65 years of age, and general welfare.

The function of the Department of Social Services is to provide financial, medical and social services to all eligible people in the City and County of San Francisco. After one applies for these benefits and services, the Department of Social Services must investigate the need and approve eligibility. The investigatory processes have resulted in a great cut back of persons on general welfare assistance to those genuinely in need. Mr. Sarsfield is to be congratulated in this vigorous effort.

A new training program has been instituted to enable staff members to receive time off from work to continue training in psychology and related fields. This should enable the department to retain highly skilled staff people. In addition, it is reported that many of the employees have received time from work to complete classes leading to a Master's Degree. This again should benefit the department provided the time off is not disproportionate to job requirements.

COMMISSION ON THE AGING

San Francisco has a very large percentage of senior citizens. As a result, the Commission on the Aging was established in 1972 to provide a broad range of direct services and to act as a sounding board for increased awareness of the City government toward the unique problems of the elderly.

Mr. Patrick Magee, the Director of the Commission on the Aging, has his offices at 1095 Market Street. Despite a rather limited budget of only \$88,000 the Commission seems to be singularly dedicated to their task.

COMMISSION ON THE AGING (continued)

Housing problems of senior citizens constitute a major concern of the Commission. Although the Commission does not have direct jurisdiction over nursing homes, it maintains a watchful eye over their operations and imparts that information through a housing referral system.

Recent publicity concerning the State inspection of the Post Street Convalescent Home has made the public aware that abuses even do occur in licensed homes. We are informed that the Post Street Convalescent Home has been placed on 6 months probation by the State.

Because many elderly citizens die within months of a transfer to a nursing home, the Commission is studying alternatives to that kind of sometimes abrupt displacement. One proposal is a home-sharing system where several senior citizens can combine their limited incomes to support an independent existence in a private residence.

The Commission also maintains several unheralded but important programs. A senior citizens' information telephone line is open 24 hours a day, seven days a week. The service provides information on jobs and housing, on City programs, benefits and even social and cultural opportunities. Additionally, the Commission publishes and distributes booklets of services for the elderly in several languages.

This Commission under the direction of Mr. Patrick McGee, has a very limited budget of \$88,000 and thus uses volunteers both young and old to accomplish the Commission's work. They seem to be very dedicated and enterprising people, truly concerned about the senior citizens of the City.

We applaud their efforts.

COMMISSION ON THE STATUS OF WOMEN

Ms. Susan Heller is Coordinator and Executive Director of the Commission with a modest budget of only \$59,000. Of the eight people on the staff, six are CETA employees. Ms. Heller must thus accomplish her responsibilities with volunteers -- approximately two hundred in number.

This Commission is less than two years old, and one wonders, based on the above figures, whether the City is really committed to the work of increased awareness of women's abilities and rights.

COMMISSION ON THE STATUS OF WOMEN (continued)

Despite these obstacles, this Commission has made great strides. Although not acting as a job referral or job placement agency, it has been concerned with opening non-traditional jobs to women: firefighting, engineering, architecture, management and some craft trades. It monitors civil service job announcements and testing procedures. A major area of study is equality in pay for comparable work.

With regard to childcare, the Commission participated in the Board of Supervisors' Childcare Task Force and is currently attempting to make improvements in this area.

Although reporting a decline in the number of credit complaints, the Commission does monitor credit problems and actively follows up on the few inquiries it receives. These usually relate to women being unable to obtain credit, or recently divorced women seeking to establish a good credit rating, this affects their lives in many ways, especially in the purchase of homes.

In sum, despite a certain ambivalence to its functions by the City, this Commission is forthrightly addressing the problems of women in our society and patiently making progress in solving them. Much of their success comes in making City government and other employees sensitive to previously unperceived inequities.

Earl L. Ellingson

Mrs. Dagmar G. Meyer

Mrs. Edith Perlman, Chairman

CIVIL SERVICE COMMISSION

This committee has made a survey of the Civil Service Commission, Health Service System and Retirement System. There is an inter-relation of these services and an interdependency on each other in the areas of the initial hiring, health and welfare coverage and retirement of the city employees. This committee has found minor recommendations for improvement of these agencies as the department heads have very efficiently managed the operation of their departments.

The Civil Service Commission's role and personnel function is detailed in 16 Charter sections. Their responsibility is limited to adopting rules to carry out the intent of the various Charter sections.

The resignation of Mr. Bernard Orsi, as General Manager, has been most untimely, since it was at the time when Mr. James F. Wurm, the Assistant General Manager, Personnel, was also retiring. Fortunately, The City will have Mr. John J. Walsh, who has seventeen years of experience with various government agencies, to take up the post.

Hearing Officer

About a year ago it was contemplated that a qualified hearing officer would conduct dismissal hearings instead of the department head. Only recently has this proposal been sufficiently supported so that an amendment of the rule has been proposed for adoption. When adopted, notification will be sent to:

The State Conciliation Service
The American Arbitration Association
The San Francisco Bar Association and other agencies.

The notification will indicate the method of application requirements for hearing officer and compensation for such services on a daily or per case basis. This committee recommends that a hearing officer be implemented soon to enable more executive time to be employed in managing the department and save precious tax dollars and hours spent by the department head.

HEALTH SERVICE SYSTEM

The Health Service System, under Mr. Philip J. Kearney, Executive Director, deals with the various employee health insurance plans. Mr. Kearney has administered the operation well and has carried out the System's mandated responsibility effectively.

HEALTH SERVICE SYSTEM (continued)

Previously there were three plans:

1. City Administered,
2. Kaiser Foundation,
3. Blue Cross.

The Blue Cross representative and the Board have mutually agreed to discontinue Plan 3 effective June 30, 1977.

Blue Cross

The rates presented for the fiscal year 1977-1978 included 36.4% increase and a further stipulation that at least 4620 members enroll in the plan.

The Board determined that the rate will not be commensurate with the earning power of City employees and additionally that the required number for enrollment cannot be guaranteed.

RETIREMENT SYSTEM

Mr. Daniel Matrocce, Secretary and General Manager of the Retirement System, and Mr. George B. Springman, Chief Investment Officer, were criticized after an investigation by the Board of Supervisors' Budget Analyst. The report made on the investment operation by the Budget Analyst was dramatic, but was proven at least partially unwarranted. It must be borne in mind that such trust funds are absolutely restricted from being invested in speculative securities with high risks which are most likely attractive from the standpoint of being of high yield but which are of low quality. The funds in this System, which are for the future benefit of the City employees, must be invested in sound quality securities. Bearing this in mind as the most essential requirement, the able staff of the Retirement Board should make every effort to invest in those securities with the best possible yields and the lowest risk within the strictures of bond sale penalties. The analyst's investigation and report seem to have been centered on the yield, which should not have been the main criteria in looking into operation of this type of fund.

The analyst also reported "excessive cash balance" being maintained with the City Treasurer's Office which is restricted to investment of low yield, rather than invested by the System itself. The System staff has concurred with this finding of the analyst and at present they are investing the excess cash for higher yield themselves.

RETIREMENT SYSTEM (continued)

The disability awards payments made to police and fire personnel in San Francisco run five times higher than the awards bestowed on those in Los Angeles. With a view toward a more impartial and fair adjudication of such claims, it is recommended that the Board hire an independent professional hearing officer to handle the disability retirement claims.

Stelios M. Andrew

Lawrence M. DuVall

Carlos E. Xavier, Chairman

CHIEF ADMINISTRATIVE OFFICER

The Chief Administrative Officer of the City and County of San Francisco is a non-political position appointed by the Mayor and approved by the Board of Supervisors. His term runs until retirement age.

The very able Mr. Thomas J. Mellon has retired and the Board of Supervisors approved the appointment of Mr. Roger Boas. This committee had various contacts with Mr. Mellon and he felt that his greatest achievements were the completion of the new San Francisco General Hospital and the beautification of Market Street.

Mr. Boas, however, inherited many old and new problems, for example the Yerba Buena project which is now in the hands of the architects and engineers who are preparing the final plans. San Francisco will finally get its much needed Convention Center.

The lack of middle management has remained with the department and this committee believes that a concentrated training program should be undertaken to improve the caliber of middle management throughout City departments and thus have better coordination between various City departments.

Mr. Boas also had to tackle the proposed sewer contract to M.B.M. Certain irregularities were uncovered and Mr. Boas cancelled any further negotiations with this firm. This exposes a problem in the selection process of parties to consulting contracts. It is apparent that there is a need for uniform guidelines to be followed before the designation of the parties to such negotiated contracts which should include a credit check, criminal screening as well as determination of professional qualifications.

The urgent need for better management has manifested itself by all these above mentioned cases and we feel that Mr. Boas should take the initiative and improve the level of middle management throughout City government and thus safeguard against unnecessary expenses for the taxpayers of the City and County of San Francisco.

CORONER

City government is not fully informed as to the extent of the duties of the Coroner's office according to Dr. Boyd G. Stephens, M.D. The Coroner and his staff carry the responsibility of determining the cause of death in any unexplained death or any death case that was unattended by a physician for a period of 20 days prior to death.

CORONER (continued)

The Coroner is called into every homicide case, yet, his investigators are not compensated at the same level as compared to other investigators in other City departments.

The office is known as one of the best in the country. Dr. Stephens fears that due to the lack of top modern equipment the Coroner's office is quickly losing this reputation. The sore point here seems to be that there is not enough funding for necessary lab equipment. Dr. Stephens told us that, if for instance, the deputies and the toxicologist would withdraw some of their personal equipment this office would have to close.

The copying machine, which actually makes money for the City, is only on loan from a research project. The Coroner cannot get a copy machine of his own, the same with a computerized vital instrument in the toxicology room. Dr. Stephens does not feel this office would not pass an inspection by a national accreditation committee if it were inspected with only City furnished equipment.

Dr. Stephens said that he should have at least two full-time pathologists. He has only one full time and one part-time pathologist at present. He also needs one more full-time technologist because the quality of the work suffers, considering that the part-time personnel has additional interests elsewhere.

Any homicide in recent years requires a lot more detailed investigation and more technical testimony in court and is a lot more time-consuming compared to what it used to be.

The present staff has to handle 2,500 cases a year and they do a commendable job. As to morale within the department, it is our opinion that aside from the fact that his staff feels that they are underpaid, the morale is good. Dr. Stephens said that he has very good relations with other City departments, although he mentioned that there were cases where the police did not act very prudently regarding homicide evidence. The coroner's working area is quite modern and very spacious.

RECOMMENDATIONS:

1. The Coroner should give lectures at the Police Academy concerning homicide procedures. He had not been invited for the last five years to lecture at the Academy although in other municipalities this is common procedure.

2. From the standpoint of economy and efficiency equipment that is used both in the Police department Crime Lab and the Coroner's Lab should be purchased and used jointly wherever possible. The Police department and Coroner's office should coordinate in this regard.

CORONER (continued)

3. It appears to this Grand Jury that although there is no dishonesty in the Coroner's Department regarding claims of bodies from the morgue by private morticians, we do recommend that a better procedure could be developed within the department. We feel that a more foolproof system is in order, perhaps requiring written confirmation of the authorization from the family to the mortician.

DEPARTMENT OF ELECTRICITY

This department is responsible for all inter-communications of the Police department and Fire department. The department which is headed by the able General Manager, Mr. Burton H. Dougherty, is also responsible for the upkeep of all parking meters and installation of stoplights throughout the City. Repairs and services are carried out by the department through work orders that are received by Mr. Dougherty. All new installations are approved by the Board of Supervisors.

In a previous Grand Jury report, it was foreseen that the 9-1-1 emergency telephone service would be available to the citizens of San Francisco by September 1975. It is now June 1977 and this system appears to be still headed for an indefinite delay. We were in contact with Mr. Dougherty on this and we were told that an ad hoc committee is studying the additional cost since AB 416 was passed by the State Legislature. Mr. Dougherty estimates this system would cost the City about \$800,000 annually to operate. The State would contribute about \$588,000 per year. A lot of valuable time in emergency situations could be saved by implementation of the 9-1-1 system. This department also maintains the electrical board operated by and supported by a new computerized system used by the Fire Department which gives essential information as to how much equipment to send to any particular fire, the routes to take and the occupancy of the building.

There are a lot of dedicated people in this department. Mr. Dougherty has to perform administrative as well as technical duties, because the vital position of work-crew foreman has been eliminated. Preventive maintenance on equipment cannot be performed because of this lack of personnel.

RECOMMENDATIONS:

1. The 9-1-1 system should be installed because we see it as an absolutely necessary system and vital time can be saved in individual emergency situations.

DEPARTMENT OF ELECTRICITY (continued)

2. The position of work-crew foremen should be reinstated to return Mr. Dougherty to his administrative duties.

Frank L. Markey

Miss Irene G. O'Neill

Wolfgang Hellpap, Chairman

DEPARTMENT OF FINANCE AND RECORDS

The Director of the Department of Finance and Records, Mr. Virgil Elliott, subject to the approval of the Chief Administrative Officer, administers the services and activities of the Department of Finance and Records, Agriculture and Weights and Measures, County Clerk, Recorder, Registrar of Voters, Public Administrator - Public Guardian, Tax Collector, and Farmers Market. Mr. Elliott did have the Records Center under his supervision, but this Department has been disbanded, a private firm now handles the storage for the former Records Center. The five employees who worked in the Records Center have been placed in other duties in other departments.

Even though Mr. Elliott has a great many responsibilities supervising several departments he seems to be very dedicated and capable in the performance of the duties of Director.

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES

The Department of Agriculture and Weights and Measures under the direction of Mr. Raymond L. Bozzini is composed of three units:

1. Agriculture
2. Farmers' Market
3. Sealer of Weights and Measures

The three principal responsibilities of this department are:

1. To promote and protect the agricultural industry.
2. To protect and benefit the grower and consumer and the environment by enforcing the provisions of the Agricultural Code.
3. To promote and protect the health and welfare of our citizens within the parameter of his delegated authority.

The Department of Agriculture's personnel consists of one Commissioner, one Deputy Commissioner, five Inspectors and one clerk typist.

THE SEALER OF WEIGHTS AND MEASURES

1. The Sealer has the primary function of inspection of scales:
 - a. Railway track - for freight cars
 - b. Wholesale and retail butcher scales
 - c. Counter - spring, computing, and prescription scales
 - d. Special scales - platform and dormant. Vehicle, Hopper and Tank.
2. Independent weighmasters are inspected to make sure their scales are accurate.
3. Petroleum equipment - This pertains to the inspection of equipment used by firms that sell petroleum products such as motor fuel, motor oils and lubricants.
4. Package inspection - This function is the inspection of packages, containers or amounts of commodities sold or being delivered, in order to determine whether they have the exact quantity or amount, and if they are labeled correctly.
5. Measuring devices inspected - retail gas pumps, Grease oil meters, Yardage meters, Vehicle meters, Taxi meters, Liquified gas meters, Liquid meters.

Electric Sub-Meters

The Sealer of Weights and Measure's has the duty of inspecting Electric Sub-meters. Due to an insufficient inspection staff, he has been unable to perform this duty.

A survey conducted by the State Bureau of Weights and Measures in January 1970, revealed that San Francisco has more than 11,200 apartment houses in addition to office buildings. It was found that some of these buildings have up to 500 sub-meters. There are a total in excess of 15,000 sub-meters. It was noted that many electric meters are undersized, wired wrong for accurate measurement, and installed on the wrong voltages. Many of the installations date as far back as 1910. State investigations showed many meters present significant safety hazards. This situation still exists today.

The testing of electric sub-meters would require one inspector full time. This department is required under Business and Professions Code Section 3009.2.1 to test electrical sub-meters at least once every ten years.

THE SEALER OF WEIGHTS AND MEASURES (continued)

This Grand Jury believes that the department of Weights and Measures should have a full time inspector and the equipment to carry on the inspection of these electric sub-meters. If no additional personnel are granted by the Mayor and The Board of Supervisors, we recommend that this function be given priority with the existing personnel, even at the expense of some of their other functions.

To neglect the inspection of these meters could cost the citizens of San Francisco thousands of dollars in wrong meter reading, as well as jeopardize the safety of our citizens because of potential fires.

COUNTY CLERK

The principal functions of the County Clerk, Mr. Carl M. Olsen, are to receive, index, file and retrieve legal documents for the Superior Court of the City and County of San Francisco. These documents also serve the needs of litigants, attorneys, and the general public.

Handwritten books of indexes are maintained with the exception of the criminal index which has been computerized.

After the various legal documents are received and stamped filed by a deputy clerk at each of the respective divisions, the documents are indexed; subsequently, they are filed permanently as official records. The file folders are physically stored on the premises for approximately nine years depending on the availability of storage space. Storage of some of the records is being contracted out to a storage company which solves a small part of their storage problem. In addition, Mr. Olsen has requested budget approval for microfilm facilities which will further alleviate the space problem.

Mr. Olsen's staff consists of 91 people including himself but he says he is short nine people. A new Civil Service list will be posted in the near future which may solve this personnel shortage. The revenue received through this department in filing fees is approximately half of what it takes to pay the salaries of his staff.

The last Grand Jury found that the fee remittances were improperly processed, however, since that time Mr. Olsen states that he has corrected that problem.

Criticism had also been directed at this department principally by Judges and attorneys in that file folders or specific documents not in the folders were unavailable upon request. Mr. Olsen is sensitive to the problem and states that progress has been made to correct it.

COUNTY CLERK (continued)

The investigation of the prior Grand Jury concluded that the individual Courtroom Clerks of the Civil Departments of the Superior Court are needed because of the personnel shortage to provide assistance to the County Clerk during the hours before their respective courts convene and after the Court is adjourned. It seems that the cooperation of the individual Superior Court Judges is one way the County Clerk can obtain more personnel to help clear up some of the heavy workload of this department. The Superior Court Judges should insist that their Clerks report to the County Clerk after their duties are completed in the courtroom.

A class has been started for the learning of courtroom procedures for any person in this department who would like to expand their knowledge. These two hour weekly sessions have been well attended and Mr. Olsen was delighted with that fact because this knowledge will be of great assistance to the function of this department.

Mr. Olsen stated that 30% of his employees are due to retire in the next four years. He is striving to advance the younger people in his department to more responsible positions to balance the facts of retirement losses and to provide continuity of experience.

In conclusion, Mr. Olsen is taking steps to solve the problems experienced in his department.

RECORDER

The County Recorder, Mr. Thomas Kearney, is mandated by State law as well as by City and County ordinance to receive, record, index, and preserve papers such as property documents, tax liens, abstracts of judgment, certificates of death, military discharges, and marriage licenses, and upon request to issue certified copies of them.

A true copy of the original document is reproduced and filed permanently. The staff indexes these documents and maintains books of record in order to facilitate their retrieval by the user. Prior to 1973 all indexing was handwritten in several books of record; subsequent to that date nearly all of the indexing has been transferred on microfiche with two readers available for public use. This procedure has consolidated all the various books of record into a single index source which is listed alphabetically; the result is substantial saving in labor hours, storage space, and book binding costs, and also a more efficient retrieval of documents.

Mr. Kearney states he needs an assistant bureau chief and a principal clerk. The department operates on a full staff of 18 people. Of the 18 people, two have retired, and two are on extended

RECORDER (continued)

sick leave, leaving 14 people. The people on sick leave or the ones retiring were quite knowledgeable in the Recorder's duties, this seems to leave a lack of experience within the department. The department does need employees familiar with and trained in duties peculiar to the Recorder's office.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

PUBLIC ADMINISTRATOR

The Public Administrator, Con S. Shea of the City and County of San Francisco must take immediate charge of the property within this county of those persons who have died when no executor or administrator has been appointed, and consequently the property, or any part thereof is being wasted, uncared for or lost. He is also responsible for estates ordered into his hands by the Court. He shall apply for letters of administration upon estates of decedents who have no known heirs when the Superior Court of this county has jurisdiction, and may apply for such letters in any other estates which he is entitled to administer.

On June 30, 1976, there were 2,173 pending Public Administrator probate cases. He feels that the maximum number of open cases should be less than 800. The basic cause for this backlog problem is a shortage of personnel. An additional problem is the present supporting staff is inexperienced in the details involved in probating estates. This, in turn, causes an additional workload for the administrator and attorneys assigned to this office. Until this department is adequately staffed, it seems it will be impossible to clear up the case backlog and to process the current cases within a reasonable time.

In the future, there will be an effort made in Civil Service Commission to more carefully evaluate employees for this kind of position which may solve some of these problems.

PUBLIC GUARDIAN

The purpose of this office is to provide a public officer to serve, when needed, as guardian of the person and/or estate. He is appointed by the Court and he must appear for and represent the ward in all actions or proceedings. He must manage the ward's estate frugally and without waste and apply the income as far as necessary taking into consideration convenience, suitable support, and maintenance. Without the Public Guardian program some persons declared to be incompetent would be unable to collect welfare assistance,

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN (continued)

social security, and other pensions or benefits to which they are entitled.

The immediate problem in this office is the lack of adequate clerical staff to handle the current caseload and reduce the case backlog. The present clerical staff is inadequate for two reasons. 1. It is generally untrained and inexperienced. (Retirement and turn-over are responsible for this situation.) 2. Due to sickness and absenteeism only 80% of budgeted clerical staff has been consistently available. Even some of the most knowledgeable personnel are absent from work occasionally which creates more problems.

If present trends continue it is anticipated that the workload will stabilize within three to five years so that intake of estates will balance with closed estates on a current basis. Over the last few years there have been changes in the California Probate Code which will affect both the volume of cases and the fees of the Public Guardian and his attorneys.

There has been an on-going program to revamp all procedures and all forms in the office. The major change effected during this year was a public record required by Probate Code Section 1151. This public record was formerly a bound book of cumbersome proportions requiring a budget expense of \$500.00 per year. A more streamlined form on 11 x 12 ledger cards has been substituted and should require an expense of only \$68.00 per year.

Some portions of the dormant files are contracted out to an attorney who is very capable and has rendered great assistance in clearing up some of the backlog.

REGISTRAR OF VOTERS

The Registrar of Voters is Thomas Kearney. The functions of his department are as follows:

1. Registration of voters - all citizens of the United States who have lived in the county for at least twenty-nine days and are at least 18 years old by election day.
2. Dissemination of all sample ballots and handbooks to registered voters no less than ten days prior to the election.
3. Hiring and training temporary precinct election officers to supervise polling places.
4. Renting premises for use as polling places.
5. Storing, maintaining, programming, transporting and acquiring the voting machines and election materials.

REGISTRAR OF VOTERS (continued)

6. Registering candidates for public office.
7. Conducting the election including counting and tabulating ballots.

The Multilingual Election program presents problems to this department because of the additional materials to be distributed for the non-English speaking citizens of the City and County of San Francisco.

This department has sufficient budget and personnel.

Mr. Kearney's knowledge of procedures in this department was initially limited due to the fact that he had been its department head for a short period of time. Mr. Kearney has a sincere desire to improve many functions of the department in order to achieve a higher level of efficiency.

TAX COLLECTOR

The Tax Collector's office, under the direction of Mr. Thad Brown, is responsible for collecting all local taxes, license fees, and delinquent taxes, including statutory penalties and accrued interest. The department has seven divisions which are Real Estate, License, Business Taxes, Parking Meter, Delinquent Revenue, Investigations and Cashiers.

One of the major problems of the department is in the Delinquent Revenue Division. All uncollectible accounts from the departments of Public Health and Public Works are transferred here for further collection action. Additionally, in the event duplicate checks have been issued to one person by the department of Social Services, this division must investigate. After all collection efforts are exhausted by this division the tax collector resorts to court action.

There is one attorney for this division who handles an extremely heavy case load. A total of 9,855 accounts were referred from other departments during 1974-1975 and during 1975-1976 an additional 13,535 accounts were referred. Vigorous collection action disposed of approximately two-thirds of those accounts. On June 30, 1976 7,891 delinquent accounts were still outstanding and as of April 30, 1977 there were 8,680.

TAX COLLECTOR (continued)

Mr. Thad Brown had nothing but praise for his staff of 135 people. The department did seem to run very smoothly.

Mrs. Mary B. Donnelly

Francis J. Murphy

Earl L. Ellingson, Chairman

DEPARTMENT OF PUBLIC HEALTH

Basic functions of the Department of Public Health are: 1) overseeing medical services in an attempt to provide optimum levels of health for all residents of San Francisco and 2) quality medical care for those residents who are ill. The Department needs to develop additional services, especially for the elderly, including dental services. While these services would require additional expenditures, the Department lacks sufficient clerical help to efficiently provide for the collection of fees from those who are able to pay and obtain reimbursement from Medicare and Medi-Cal. Therefore, this Grand Jury recommends that the present procedures be improved before new medical programs are commenced.

San Francisco General Hospital

The San Francisco General Hospital encountered a multitude of difficulties when it moved into the new hospital facility including plumbing stoppages, doors that failed to close, etc. Many of these problems have been resolved and the General Contractor is continuing to provide for the necessary adjustments. Mr. Charles Windsor, who was selected as Administrator in May 1976, has initiated a system of charts which enables him to exercise close control over every-day performance.

Dr. William Blaisdel, head of surgery at San Francisco General Hospital and Professor of Surgery at U. C. Hospital supervises the University of California, San Francisco, operates an undergraduate and postgraduate medical training program, conducts research and provides the senior medical staff at the General Hospital. In addition to teaching, the University of California physicians are responsible for supervising the care of all patients admitted to the hospital. Their trauma and emergency treatment center is fully staffed 24 hours a day.

Dr. Blaisdell complained of the difficulties in having to apply through other departments for medical equipment instruments, etc., which are needed urgently, but that long periods of time are expended between requisition and acquisition. While that may be true at present, the Purchasing Department is sensitive to the problem and is combining with other Bay Area purchasers to gain a cost advantage in purchasing such specialized equipment.

The lack of clerical personnel is so acute that at times nurses have to do clerical work. Their salaries are twice that of a clerical worker. This Grand Jury recommends that adequate clerical personnel be assigned to the Hospital to perform the work

DEPARTMENT OF PUBLIC HEALTH (continued)

which should be done by them. We suggest that if there is adequate nursing staff to do their assigned work as well as clerical work, some thought be given to exchanging some of the nurse positions for clerical positions as nurse positions become vacant.

Laguna Honda Hospital

Responding to some safety deficiencies noted by the previous Grand Jury, the Department of Health, Education and Welfare has accepted a promise by the Board of Supervisors to correct certain deficiencies, including the power plant and fire and safety regulations. In order to bring the facilities up to Code, to conform to Medicare, Medi-Cal regulations an expenditure of 14 million dollars would be required, which Laguna Honda Hospital believes should be a bond issue next November.

The prior Grand Jury also discussed theft of linens and blankets but the Hospital Administrator claims that the problem is comparable to that in other hospitals.

Members of the Grand Jury found the premises and the facilities to be clean and in good order. The Hospital has installed dining areas in most wards. With regard to recent claims of excessive roach infestation at the Hospital, a pest control company now treats the problem on a weekly basis. The administration insists that the severity was exaggerated in the newspapers.

Barbara A. Belling

Edith Perlman

George A. Kardum, Chairman

PURCHASING DEPARTMENT

The function of this department, which is under Mr. Joseph C. Gavin, is to obtain materials, supplies, equipment, insurance and contracts for services for all City and County departments, including City-owned utilities, the San Francisco Port Commission, and the San Francisco Community College. Its responsibility covers many fields, such as repairs and maintains automotive and other equipment for the various City departments and also the School District, but does not include the motor vehicles of the Public Utilities Commission. It operates a central reproduction bureau for printing, mimeographing, blue-printing, etc., for the City departments which require these services. The Inventory Division is charged with the equipment inventory of all City departments.

The Bureau of Stores and Equipment, under this department, operates and maintains a central warehouse and storerooms in various City Departments. It receives and issues materials, supplies and equipment for all departments of the City and County of San Francisco. It handles approximately 90,000 items in common use on a daily basis and an additional 100,000 more items that are purchased more routinely for the Airport, Railway, College, etc.

This department would have a much more effective program if it had one more buyer and one more assistant buyer. Central Warehouse, which was closed for a time, has reopened and still has only eight employees and was fortunate to have an increase of one storekeeper recently. To improve the efficiency of this department storekeepers are now taking Certificate Course at Community College. A much needed supervisor's position was finally filled and the supervisor was due on the job on July 1, 1977. The Bureau of Stores and Equipment are staffed and operated in these locations:

1. Central Warehouse - 15th & Harrison Street (Stationery & Janitorial Supplies)
2. Department Public Works - 2323 Army Street
3. Water Department - 1990 Newcomb Ave.
4. Hetch Hetchy - Moccasin, California
5. San Francisco Int'l. Airport - South San Francisco
6. Municipal Railway - 24th & Utah Streets and branch locations
7. Health Department, San Francisco General Hospital and Laguna Honda Hospital

PURCHASING DEPARTMENT (continued)

8. Recreation & Park - Golden Gate Park
9. Department of Electricity - 901 Rankin Street
10. Sheriff's Department - City Hall
11. Central Shop - 800 Quint Street

There have been recommendations from various specialized departments who would prefer doing their own purchasing because of the red tape involved and lack of savings because of low volume of purchases and the uniqueness of items in the specialized fields. We do not recommend this course of action because of the difficulty in defining specialized items. In any event this department has plans to participate in a joint procurement program with other Bay Area counties which will realize a greater volume and thus a lower cost. This will further diminish the likelihood of accurately defining specialized items. This Grand Jury can see the merits of this plan and recommends early participation in this program.

In the Auto Shop (Light Truck Shop) there has been no increase in staff and no replacements. There is much more repair and maintenance of an automotive fleet that is, on the average, 8 years old. All old cars are sent to the Auto and Light Truck Shop for appraisal. Special forms must be completed and have to go through channels before any request for new autos are taken into consideration. At present fifty new cars have been requested and many more are desperately needed. Private industry has recognized that automotive equipment has a predicted economic life span. According to the 1975-1976 Purchasing Department Annual Report: "Many cities are coordinating the responsibility for their essential in-service transportation operation within a single bureau or department. That division acquires the vehicles and then 'leases' them to the operating departments for a flat-periodic fee that would include operating expenses and a depreciation factor. At the end of the predetermined useful life a reserve fund has been accumulated for replacement."

This Grand Jury recommends budget authorities develop and put into force a reasonable and timely replacement program for City automotive equipment. Both the above plans should be investigated thoroughly. There is also a need for an up-dated system to enable this department to utilize the capabilities of the computer to properly control repair and maintenance expenses.

Budget appropriation is needed to bring in an outside expert to discover a way to stop the undisciplined, extravagant multiplication of paperwork done by the City departments. There is much waste. Much reduction could be made on traditional reams of

PURCHASING DEPARTMENT (continued)

interoffice memos, correspondence, forms, reports and multi-copies. There is no end to the request for more letterheads, stationery, envelopes, forms and many other miscellaneous office papers. Volumes of paper are being used by all City departments and agencies; by avoiding waste and extravagance thousands of dollars would be saved. Out-of-date forms should be eliminated, materials could be combined. Strict requirements should be set up on a firm or permanent basis. To correct all this unnecessary waste of funds, time, materials, and the use of unnecessary man hours this Grand Jury recommends bringing an outside expert (Forms Analysis and Control Consultant) to recommend methods to control this problem.

A previous Grand Jury noted that there has been no physical inventory of equipment in the city for over six years. We note this is a big assignment which is complicated with budget cuts and lack of personnel replacement. This task has still not been accomplished. This Grand Jury recommends that a complete physical inventory count of all City equipment be required of each City department and thereafter that a regular and periodic physical inventory count be done by the Purchasing Department through its Inventory Control Division.

DEPARTMENT OF PUBLIC WORKS

The Bureaus under the Department of Public Works include Architecture, Engineering, Building Repair, Street Repair, Street Cleaning and Planting, Water Pollution Control and Wastewater Management. All private construction within the City is controlled by the Bureau of Building Inspection. There are such a large number of projects and improvements presently in planning and construction stages that this Grand Jury has, in its limited tenure, been able to look into only a few of the functions of the department. Mr. S. Myron Tatarian, Director of Public Works, and his staff, have been most cooperative and have provided valuable assistance to this Grand Jury.

The Public Works Department needs more funds for maintenance and improvement of the City's capital plant each year. There has been a lack of funds for improvements and maintenance during the past few years which has resulted in massive deterioration of the City's facilities including its streets and buildings. We note that, currently, insufficient maintenance funds are being provided to maintain the almost three hundred public buildings under the Department of Public Works' jurisdiction. In 1977-78, a budget of \$1,063,350 was appropriated. This is somewhat less than the amount approved in 1961-62, some sixteen years ago. Just to maintain the 1961-62 level of maintenance with today's inflated costs, this Department would require

DEPARTMENT OF PUBLIC WORKS (continued)

about \$2.2 million annually instead of the \$1.1 million approved. This deficiency is temporarily being offset by the infusion of Federal funds in the amount of \$1.5 million. This grant, however, will expire in March of 1978.

We found that all City streets are rated as to condition and this information is computerized. Those streets which are most in need of work and repair are completed first. Therefore, all complaints cannot be acted upon promptly, which results in a dissatisfied public. There is a severe lack of funding for normal preventative street maintenance. More funds are needed for personnel services, contractual services and equipment replacement. The budgeted funds for the 1977-78 fiscal year probably will be insufficient to prevent the increased deterioration of our City streets. A previous Grand Jury noted that there was a severe gap in communication between this department and the citizens of the City. Many complaints about streets and sidewalks are received daily by the department. About one-half of these complaints are related to contractor operations, utility ditches, sewer failures and private sidewalks. These complaints are referred immediately to the proper City departments. At present, the Bureau of Street Repair is up to date on grievances relating to repairs. If a repair cannot be made promptly, the complaining person is notified when the repair will be made. It appears to this Grand Jury that this department has been very cooperative with the public and has done much, within its present level of funding, toward the improvement and repair of City streets. In addition, street furniture (benches), new pedestrian lanes and handicapped ramps have been installed which assist our citizens as well as add to the beauty of the City.

At present, our streets are being cleaned at night, partially through the Federally funded CETA program. It was determined by the D.P.W., after several months' experience, that night manual street cleaning is not sufficiently productive, efficient or safe compared to daytime operations because of lack of direct supervision. Due to the problems involved with our present system, the City's future policy is to use mechanical sweeping in all areas of the City where it is feasible to do so. This program should be fully implemented by December of 1978. The mechanical street sweeping program will be similar to the Richmond District program which has been in effect for three years and will involve controlled parking. There have been some complaints from residents in the Richmond District, but there has been, in general, a favorable response to the program. This new system should realize a tremendous savings as well as provide for cleaner streets. In the Richmond District, for instance, the use of mechanized street sweepers is providing substantial savings to taxpayers annually over the prior costs. Since there will be some areas of the City that cannot be cleaned by this system, a certain number of street cleaners will necessarily be used for hand work.

DEPARTMENT OF PUBLIC WORKS (continued)

This Grand Jury commends the recent implementation of the Citation Policy for littering which has been developed by the Department in further aid of the clean City campaign. The program will involve a progressive systems of fines, starting at \$10 for the first offense. We feel that a citation system will increase public awareness and help retain the beauty of the City. We suggest intensive media coverage be provided as a further deterrent to those who litter.

The most controversial project of the Department of Public Works is the Wastewater Management Program. This is the largest Public Works project that the City of San Francisco has ever undertaken. It is a very expensive program which will cost over \$1.5 billion. Construction activities will affect major sections of the City for at least the next eight years. Well informed residents are of great importance and it is up to our public to voice their questions and opinions to make this project successful. The Wastewater Management Program has had several meetings with residents of the areas involved and has sent newsletters to all interested public organizations. A preliminary Environmental Impact Report has been completed on the west-side transportation line. Many additional questions regarding the problems that will arise remain unanswered. The EIR reveals that traffic diverted from the upper Great Highway during the construction will probably use Sunset Boulevard and 19th Avenue. These traffic changes will continue unless the upper Great Highway is replaced with another four lane road. According to this report, the construction will adversely affect air quality and odors are expected to come from the proposed pumping station. According to the report, beach erosion may be a problem in this area and the pipeline could eventually be undermined by waves or damaged by earthquake-induced ground shaking and liquefaction of sand. This Grand Jury recommends that all interested parties cooperate and answer all questions on this project. The project planning must include the residents and must provide sincere and honest answers to all of their concerns.

To date, study on the controversial Upper Market Street Beautification Plan has not been conclusive. The Mayor's Advisory Committee for the Upper Market Street Project favors a bicycle lane and two lanes for moving traffic for each side of the street. The Department of Public Works, at the request of the Streets and Transportation Committee of the Board of Supervisors, developed a plan for three lanes of traffic in each direction. The Department has been directed by the Federal Highway Administration, through the California State Department of Transportation, to:

1. Make a final traffic analysis of the various alternatives that are being suggested;
2. Conduct tests in the field;

DEPARTMENT OF PUBLIC WORKS (continued)

3. Review the findings with them to determine if an environmental impact report is necessary.

This Grand Jury recommends the deletion of bicycle lanes on Market Street due to the questionable safety of bicyclists. We further recommend the three lane concept as there appears to be a definite need for traffic lanes especially during evening rush hours.

According to this department, several changes are necessary to make the department more effective and more workable:

1. Institution of program-type budgeting to permit the management of the Department through the effective use of personnel, materials and equipment where the needs and priorities exist. This program will be implemented by 1982.

2. Additional funds are needed for routine and major maintenance to reverse the present trend in the deterioration of the City's physical plant.

3. The department also requests more leeway in retaining top management assistants. They feel that higher salaries and fringe benefits are necessary to solicit well-qualified middle management.

The Department of Public Works has well-performed its duties in this City. The citizens now must look at the future and realize that this department, perhaps more so than any other City department, can only accomplish its projects successfully through the participation of concerned residents.

REAL ESTATE DEPARTMENT

The services of the Real Estate Department, which is staffed with many specialists in this field, are required by almost all departments of the City in all appraisals and negotiation work. Its services include: acquisition of property for street widenings and extensions, school expansions and parks, special study and appraisal projects; disposal of surplus property, management of City-owned facilities (such as Civic Auditorium and Brooks Hall, parking garages, etc.); leasing of additional quarters for all departments, advice pertaining to real estate matters, lease and rental of properties as both lessor and lessee as required by all City departments; furnishing of loans and finance services to the Department of Public Works in connection with the Federally Assisted Code Enforcement (FACE) Program and the Rehabilitation Assistance Program (RAP), Administration of the Home Ownership Assistance Program; Maintenance of records relating to City, School District and Community College

REAL ESTATE DEPARTMENT (continued)

District property; and acting as an Advisor to the City Attorney in all matters pertaining to real estate.

This is a very well-managed department and to date it has accomplished its goals without requesting additional personnel in the budgeted departments. This Department has only five budgeted positions. The rest of the positions are Interdepartmental and are funded through work orders from departments requiring real estate service.

Several major programs are now in progress. These are:

1. Land acquisition for Wastewater Treatment Facilities which now has the go ahead for construction under the Great Highway, but which still is a matter of dissension among the residents of that area.
2. Land acquisition for Proposition "J" Open Space and Recreation.
3. Ongoing leasing program for City departments requiring space not available in City-owned buildings.

Since revenues are obtained mainly from rentals of City-owned properties, increasing department revenues from other than tax sources would be hard to accomplish. These properties include surplus from public works, school, or other project; properties improved and leased out for public purposes such as major off-street parking facilities; properties held in trust for specific purposes such as the Fuhrman Bequest, the income from which is designated for Library and Park purposes; and rental fees from use of Brooks Hall and Civic Auditorium.

There will be a request for a Supervisory Loan Office when the RAP Program expands to more than three districts. RAP, which is getting underway in the Inner Richmond, is a mandatory code enforcement and voluntary home improvement loan program. Persons who own property in RAP areas may take out loans from the City at a 6% interest rate to bring their buildings up to code and to make improvements. The opponents in RAP in the Upper Haight Ashbury were concerned that this program would work a hardship on the neighborhood's low income residents by forcing up housing and rentals costs. After much controversy between homeowners, the Mayor and the Board of Supervisors, the RAP program for Upper Haight Ashbury has been approved.

This Grand Jury feels that RAP (Rehabilitation Assistance Program) is an excellent program. Not only will it bring back some of the old historical beauty of the City and restore the unique Victorian structures, but it will also up-grade the quality of our City's deteriorated residential neighborhoods.

REAL ESTATE DEPARTMENT (continued)

City officials are concerned about the decision by the Foundation of San Francisco Architectural Heritage to nominate the Civic Center for inclusion in the National Register of Historic Places. If the nomination is approved, it will mean that any major changes in the properties in this designated area would be under strict governmental controls. The Architectural Heritage is requesting area designation, thus its nomination includes all buildings and developments within neighborhood boundaries including private and public parcels. Included in the Civic Center nomination are monumental and important public buildings, including the City Hall and Opera House, and smaller private structures such as small shops and a gas station.

According to one report, for the first time in many years, the demand for new office space in San Francisco may be on the verge of outstripping supply. Thus, due to the shortage and expense involved in obtaining rentals in the Civic Center area, this Grand Jury recommends that this plan be thoroughly investigated before dedication is supported. We further recommend that, before dedication can be accomplished, the City make a thorough review of potential future requirements of City offices and that required space be obtained.

Stelios M. Andrew

Lawrence M. DuVall

Seizo F. Oka

Mrs. Dagmar G. Meyer, Chairman

BOARD OF SUPERVISORS

The Board of Supervisors is generally charged with all powers not specifically delegated to other officials, such as the Mayor and the apolitical Chief Administrative Officer arm of the government, and the departments, boards and commissions under their jurisdictions. The members of the Board of Supervisors, each chairing one of the eleven standing committees, are prohibited from interference in the affairs of any department except for inquiry through the department's board, commission or department head. Although the Board's principal responsibility lies in its exclusive jurisdiction of legislation, it controls other City departments with its final adjudication over all financial matters.

During the past fiscal year, this Grand Jury has been overwhelmed by the dissension among certain of the Board of Supervisors and other officials of the City. There has been a pronounced tendency to engage in personal attacks rather than to evaluate objectively legislative proposals and City administration. We, as well as other citizens in this City, have witnessed an unsurpassed degree of inter-personal disputes--particularly since these vociferous attacks have been presented daily in the press. We are supported in our observation by a local newspaper poll, the results of which were published on January 3, 1977. According to this report, only twelve percent of the respondents indicated a vote of confidence in the Board. Most of the responses were framed in a feeling that the Board was interested only in big business and themselves and not in the economically deprived. This may or may not be true, however, it does point out the destructive effects of the wars waged through the media. We submit that, if our elected officials and governmental department heads would combine their efforts in the common goal of finding solutions to the numerous City problems, they could be infinitely more effective.

This Grand Jury has been aware of the problems inherent in the operation of San Francisco on a very limited budget. We feel that the Board has done a commendable job in controlling department expenditures, in most cases, within this stricture. We do suggest, however, that the Board, in the upcoming year, further explore alternative forms of government funding. In other reports, we have suggested the implementation of increased payroll taxes on business, the increase in general fares on MUNI as well as an increase in parking taxes. The population of this City is decreasing and the ever-increasing property taxes (and resulting rental increases) can only encourage the exodus from the City. Tax relief for the homeowner, who now carries a disproportionate responsibility for government support, must be sought.

Although many problems have beset this Board of Supervisors,

BOARD OF SUPERVISORS (continued)

we cannot fail to comment upon the ability and dedication of certain of our Supervisors. The City has benefited from their commitment to their responsibilities.

CALIFORNIA ACADEMY OF SCIENCES

Founded in 1953 by a group of physicians and businessmen, the California Academy of Sciences is the oldest scientific organization in the Western United States. After the establishment of the first natural history museum on the Pacific Coast some 20 years later, it has served as a center of research and display of the life and earth sciences, as a repository for and guardian of its vast collection of specimens, and as a publisher of scientific papers. As a non-profit corporation its Board of 25 Trustees can exercise considerable discretion in executing the purposes of its Constitution.

The culmination of the endeavors of the trustees, the director, and his dedicated professional staff was the opening of the Meyer Fish Roundabout on May 13, 1977. This \$1,000,000 privately financed addition to the Steinhart Aquarium (which houses 750 species of fish from all parts of the world) is a unique contribution as its "merry-go-round" tank accomodates "pelagic" or ocean-going fish. According to Steinhart's superintendent, Dr. John E. McCosker, these sea-going fish don't tolerate an ordinary aquarium tank, but have oriented themselves to this doughnut-shaped tank by swimming upstream in its continuous 3 knot current. Its distinction as the only one in the United States and largest in the world allows viewing hundreds of fish flashing past at speeds of 20 knots or more. This exhibition was welcomed by an increase of 35% in visitors to the Academy.

The California Academy's national cultural focus is recognized by both our local community and throngs of visitors to our City each year. As an example of its worldwide recognition, Dr. William N. Eschmeyer, its Chairman, informed us it will receive the gift of a "Megamouth" from the Waikiki Museum. This is an unidentified new genus of shark with a 1,500 pound smile.

The opening of the Wattis Hall of Man on June 30, 1976, was the highlight of that year as this \$4,000,000 private contribution was not only the largest gift to the City of San Francisco but returned the Academy to the field of Anthropology, which was destroyed at its downtown location by the Earthquake of 1906. The foresight of the Board of Trustees at that time to relocate to the pastoral green groves of the Golden Gate Park is certainly appreciated. Particularly suitable to its functions is the spaciousness of a high ceillinged interior of the Wattis Hall of Man, suspended under a rustic roof, set in well foliaged landscaping. Besides two adjoining

CALIFORNIA ACADEMY OF SCIENCES (continued)

galleries for visiting exhibits, there are two more floors occupied by the Department of Entomology and Botany. The Botany department recently acquired a "compactor" - an automatic system for moving rows of filing cabinets laterally to eliminate excessive corridor congestion. This maximizes the amount of filing space available.

With these additional facilities, the Academy now houses over 8 acres of floor space. But for the present closure of automobile access on Sundays, the Academy's attendance could reasonably be expected to surpass 2,000,000 visitors annually.

It is the Board of Trustees, with Paul L. Davies, Jr., as current Chairman, which deserve the credit for acquiring most of the benefactors' funds necessary to create such unique capital improvements which now comprise some dozen attractive structures to accomodate the spectra of their scientific purposes.

Although the taxpayers' contribution to the operating costs is modest by comparison, the City continues to recognize the importance of its share by an increase of about 10% in each of the last three fiscal years so that it will total about \$1,000,000 for 1977-78. Present ad valorem tax restrictions have prevented the City from providing all the funds deemed desirable for maintaining the Academy's buildings, particularly the Steinhart Aquarium. This year it was able to add one painter to the 24 permanent personnel who are assisted by 8 CETA employees. As additional Academy facilities in Golden Gate Park are acquired, title is transferred to the City and County of San Francisco under terms of the Charter.

Undoubtedly the most crucial crisis occuring this year was a proposal to the Recreation and Park Department to add six holidays to the present Sunday ban on automobile access to this cultural center at the eastern end of Golden Gate Park. Mr. Christian E. Beattie, Administrative Assistant to the Director, Dr. George E. Lindsay, estimates that the present Sunday ban reduces their largest daily attendance by almost 25%, or 100,000 per year. This closure also eliminates 64% of the parking areas within one-half mile of the Academy of Sciences Museums, Planetarium and Steinhart Aquarium, and also those of the renowned de Young Museum, Asian Art Museum and Japanese Tea Garden. There are other areas that could well be set aside on Sundays for bicyclists and pedestrians to enjoy the sylvan setting of Golden Gate Park, as has been the recommendation of the Grand Jury for many years.

There seems to be no end to this Academy's display and dedication to its chosen life and land, sea and sky spectrum of the sciences.

THE FINE ARTS MUSEUMS OF SAN FRANCISCO

M. H. de YOUNG MEMORIAL MUSEUM

A few years ago, the M. H. de Young Memorial Museum in Golden Gate Park and the Palace of the Legion of Honor in Lincoln Park were consolidated under a distinguished Director, Ian McKibbin White. He has the total responsibility of administering the operations and growth of two museums. The Fine Arts Museum Society seeks patrons of the arts, who provide the capital required to expand and modernize both facilities and solicit the continued acquisitions for its curatorial exhibits on a united basis. In addition, the City of San Francisco appropriated \$2.3 million for 1977-78 fiscal year. This represents a 10% increase over last year in general administration funds but does not reflect an appropriate appreciation by the Board of Supervisors; it does however, acknowledge a lack of available City revenues.

The addition of 3 positions to the present staff of 104 permanent employees was supplemented by some 4 dozen federally funded CETA employees. With the dedicated assistance of over 500 volunteers, the Fine Arts available staff totals over 600.

Probably most dramatic in the de Young's expansion and improvement program has been the renovating of a wing to accommodate the New American Galleries, the addition of modern restaurant facilities and revamping of the present Conservatory Laboratory and Art Storage areas. This privately funded construction is projected for completion in July, 1977. The addition of air conditioning has been continually delayed over the past few years for lack of funds. Because of the age and condition of the many masterpieces -- valued at approximately \$1 billion -- air conditioning including humidity control is necessary.

The most outstanding exhibit of the year -- October 9, 1976 through January 30, 1977 -- was our Bicentennial's celebration entitled -- "As We Were As We Are". This vividly presented a pictorial representation of a century of San Francisco life in architecture and was well acclaimed by its attendance.

THE PALACE OF THE LEGION OF HONOR

This Museum located in Lincoln Park was not handicapped as was the de Young Museum with the ban of auto traffic on Sundays to its cultural center in Golden Gate Park. This is discussed further in the California Academy of Science and the Recreation and Park

THE FINE ARTS MUSEUMS OF SAN FRANCISCO (continued)

reports. Under the common board and directorship with the de Young Museum described above, the budget is consolidated and the policies and operations combined. Of significant note however, an exhibit of American Master Drawings and Water Colors drew an attendance from Bay Area art classes and those of Southern California far surpassing expectations. Another highlight was a Five Centuries of Tapestry exhibit, which was made possible by the undaunted assistance of volunteers in restoring the condition of these treasures under professional guidance. The spirit is strong but the budget is weak could aptly apply to both Fine Art Museums.

ANIMAL CONTROL CENTER

The Animal Control Center is more than a city pound. It is also a reception and rehabilitation center, it is a traveler's aide station for lost pets. The San Francisco SPCA has a facility unsurpassed for the safety and well-being of animals, and it has trained, experienced, compassionate personnel who know animals and the problems of San Francisco.

A visit to the shelter at 2500-16th Street will impress you with the humanity displayed by the staff. You would also be impressed by an examination of the cost figures on their financial front. The San Francisco SPCA will accept stray or owner-surrendered animals at the Shelter, whether injured or not, 7 days a week, 24 hours a day. In custody cases at the request of the owner, or the police, the only charge is minimal kennel fee. These monies are deposited with the City, as are redemption fees.

Experts estimate that of the 1,000 puppies and kittens that are born every hour in California only 10% find a home. About 25,000 animals were received in the Shelter in 1976. Almost 30% of the strays - mostly dogs - were either reunited with their owners or found a new home. These facts should be widely disseminated. The public must also become more aware of the new low cost spay-neuter clinic operated by the Society. Of the strays some 800-900 were treated at the Shelter's infirmary at no charge.

In addition to the Shelter, with its staff of 31, the Society operates a hospital, with its own staff of 26, including several well qualified veterinarians. Twenty-seven thousand cases were treated last year. The Shelter's staff conducted 1700 inspections and investigations in 1976 and hosted over 200 Humane Education visits and tours. These services are made possible by the San Francisco Society for the Prevention of Cruelty to Animals -- a non-profit charitable corporation with whom the City contracts to operate the control center. The Society has acted as the Animal

ANIMAL CONTROL CENTER (continued)

Control Officer in the City and County of San Francisco for the last 86 years. Last summer the renewal of this contract came into question, but the Board of Supervisors believed that continued contracting with the Society was in the best interests of the animals and the City.

In its operation of the center, the Society obtains the principal portion of its funds for both capital and operating expenses from private sources and endowments. Pursuant to its contract (\$492,593 for the 1976-77 Fiscal Year) the Control Center attends to all animal care, citations, house to house license solicitation and leash law enforcement on behalf of the City. The City in turn anticipates receipts of \$40,000 in fees and \$200,000 from the sale of licenses to offset the ad valorem tax allocation. As no records are available to the SPCA regarding the disposition of citations by the Municipal Court, these fines inuring to the City can only be estimated at about \$5,000 per year. Thus the net cost to the City would be approximately \$250,000 this year.

Initiated in 1976 was a new volunteer program and a new lost and found telephone service. Mr. Austin Hills, President of the Board of Trustees, states the community response to these programs have been most enthusiastic. About a year ago the Board of Supervisors set up the Animal Control and Welfare Committee as an advisory group of such community responsiveness.

ASIAN ART MUSEUM

From November 16, 1976 and running through March 1, 1977, the Asian Art Museum of San Francisco showed a special exhibit of objects acquired since 1966 entitled "A Decade of Collecting". Speaking not merely of the past decade but of the one to come, Director Rene-Yvon D'Argence summed up that that exhibit "will measure the growth of our Chinese, Japanese, Korean, Indian, Lamaist, Southeast Asian and Iranian collections". The entire second floor of the Museum was devoted to objects donated by the late Avery Brundage, Asian Art Commission members, the Asian Art Foundation, members of the Society for Asian Art and other generous patrons.

Mr. D'Argence has been the Museum's Director and Chief Curator from 1959 when Mr. Avery Brundage donated the first 4,000 pieces of his fabulous collection to the City and County of San Francisco. In 1969 the Asian Art Museum attained independence when he donated a second collection to increase its total present value in excess of \$300 million, including 10,000 volumes on Asian Art and Civilization to the Library over the last 10 years. Today, the Museum's holdings are worth in excess of \$400 million.

ASIAN ART MUSEUM (continued)

Sophisticated techniques are required to protect these treasures. Almost everything is under glass. The machinery required for the appropriate temperature and humidity control is kept going 24 hours a day.

The Museum's biggest problem is space because it was designed for the original 1959 collection. At present a viewer can see no more than 10-15% of the Museum's treasures, the rest being kept in storage in the basement.

Avery Brundage's goal that San Francisco become one of the world's great centers of Oriental culture was reached in June of 1975 by the selection as host to an extraordinary exhibit of the Archaeological Finds of the People's Republic of China. In 9 weeks over 835,000 visitors viewed this magnificent collection which spanned a period of time from about 600,000 years ago through the 14th century A.D. We compliment the Board of Trustees and the Director of the Museum for their success in this achievement.

Also part of Mr. Brundage's goal as originally contracted by Ordinance with the City was that this center would "be furnished with an independent staff and budget adequate to perform its functions". In 1969 the Board of Supervisors complied by creating an independent Committee of 27 members appointed by the Mayor to take charge of the Brundage and other Asian Art contributions.

Due to the restrictions on ad valorem taxes, the Board of Supervisors was only able to add one permanent employee -- a Librarian Technical Assistant -- to its permanent employee staff of 15 this year. The use of CETA employees is seriously handicapped by the technical curatorial qualifications required by this Museum.

We suggest that the Asian Art Museum, despite its laudable contributions, receives very little recognition of its own. In fact, there is almost no notice to the public at the entrance that the de Young Building houses other than its own exhibits. As of this writing a satisfactory separate identity of the Asian Art Museum from the de Young Museum has not been found.

It is only through the continued efforts exemplified above by the Asian Art Commission and by the generosity of the many other benefactors of the City and County of San Francisco that these capital prerequisites of Avery Brundage's goals can be more fully realized.

Miss Barbara A. Belling

Miss Kathleen M. Calkin

Wolfgang Hellpap

Frank L. Markey, Chairman

DISTRICT ATTORNEY

The Office of the District Attorney, under the direction of Joseph Freitas, Jr., is divided into several teams. Those upon which we will comment are Family Support and Consumer Fraud.

FAMILY SUPPORT UNIT:

The Family Support Unit was established in January of 1976 under both State and Federal mandates. These new requirements provided for the mandatory recovery of support obligations owed to both welfare and non-welfare families by absent parents. Since December 1976, the Division has been under the able Directorship of Nancy Keane. At its inception 135 employees were requested for this unit, but only 90 were authorized. This included attorneys, investigators and clerical help.

The Family Support Unit is supported for the most part through Federal funding. Approximately 75% of the operating overhead is from Federal sources. Under the State Incentive Program, for every dollar recovered on behalf of those individuals receiving funds from the Department of Social Services, the State and Federal governments pay 27 cents to San Francisco. Additional funds are obtained through responding to requests from other states to collect support on behalf of families in their particular jurisdictions where the person responsible for support has re-located in San Francisco. Through responses to Petitioners under the Uniform Reciprocal Enforcement of Support Act (URESA), San Francisco retains 25 cents of each dollar it recovers. Obviously, this Division not only supports itself, but also provides additional funds to the City General Fund. An extremely important aspect of this Division is that without the receipt of support by responsible parents, some families would be forced to turn to public assistance. In December of 1976, 918 of the cases being handled by the Division were non-welfare families; 5,261 were receiving public assistance.

CONSUMER FRAUD DIVISION:

At the request of the Department of Health, Education and Welfare, the District Attorney's office set up a Consumer Fraud Division under the able direction of Mr. Ray Bonner. This staff is well supported by volunteers and law students who are active in processing the Consumer Fraud complaints, thus providing a valuable service at minimal cost to the City.

Investigations of this Division have been successful in bringing to court a number of consumer actions against businesses, including a convalescent hospital, a mortuary, a mail order company and a major bank.

DISTRICT ATTORNEY (continued)

In January, 1977, a settlement of the lawsuit against the Bank of America recovered \$250,000 for the City and County of San Francisco. This was the largest consumer settlement in California history.

In fiscal year 1976-77 this Division recovered \$300,000 on behalf of San Francisco citizens. We feel that with an operating budget of \$268,000 for that year the Division has provided a valuable service to the City.

GRANT FUNDING:

The Office of the District Attorney has applied for four Law Enforcement Assistance Administration (LEAA) grants.

1. Corruption Control Unit:

This unit would investigate and prosecute corruption in government, labor and business, as well as organized crime. The total amount to be received is \$329,616 over a period of 18 months. A small portion of this sum would be matched by the City. The grant would provide for an attorney, clerical employee(s) and criminal investigators.

2. Career Criminal Grant:

This discretionary grant, funded directly through L.E.A.A. would permit an intensive prosecution of major offenders who repeatedly commit serious crimes. This program has proved to be very successful in other jurisdictions in identifying and zealously prosecuting persons who derive their livelihood from violent and serious crime. The total amount to be received is \$362,426 and would provide for several attorneys, several investigators and clerical personnel. This grant would be for one year and, again, the City would fund, in small portion, this program.

3. Victim/Witness Assistance Project:

This project is designed to familiarize witnesses and victims with the Criminal Justice System. It also seeks to aid the victims and witnesses of violent and serious crimes in obtaining the medical assistance, rehabilitation aid, State Compensation Insurance Benefits, psychiatric counseling and welfare benefits to which they may be entitled as a result of their injuries. Also, it would strive to alleviate many problems involving transportation, language difficulties, child-care and schedule conflicts caused by their participation in court proceedings. This project was proposed because of a recognition that the manner in which victims and witnesses had been treated by the Criminal Justice System in the past had not been such to encourage their subsequent cooperation in reporting crimes to law enforcement officials. Claims have been made that the criminal has

DISTRICT ATTORNEY (continued)

often received better treatment than the victim. Because citizen participation is essential if crime is to be detected and eventually prosecuted, the project has value over and above its obvious humanitarian assistance to the specific individual beneficiaries of its assistance.

An L.E.A.A. victimization study indicated that of major cities in the United States, this City had one of the lowest percentages of reported crime. It is the hope of the District Attorney's Office that the project will engender more public trust and respect for law enforcement and the judicial process.

The amount appropriated is \$98,890 with the City matching 5% and the State matching 5%. The project has been approved by the Mayor's Criminal Justice Council and the California Council on Criminal Justice. For a period of one year, the program will have an executive director, three staff assistants and two clerical personnel. Additionally, it is proposed that volunteers be used extensively.

4. Consumer Complaint Mobile:

This \$36,000 grant will provide consumer complaint resolution for underprivileged neighborhoods. The project goal is to make more accessible the District Attorney's Office with regard to persons who have complaints concerning improper business practices. Chinese and Spanish speaking assistants will be available, and TV and radio will announce daily locations of the Consumer Complaint Mobile. This grant, also, is for one year, and again, the City will match this sum in small portion.

JUVENILE OFFENDERS

Under a recent law affecting juvenile prosecutions, minors 16 years of age or more can be prosecuted in adult courts for certain violent offenses. The authority to investigate and file charges against juveniles was removed from the Juvenile Probation Department and assigned to the Office of the District Attorney. The D.A.'s office has requested funds from the State to hire three additional attorneys and two investigators due to these added responsibilities.

The effective reorganization of the office and the increased emphasis on prosecution of crimes are worthy of praise. We commend the District Attorney and his staff.

CITY ATTORNEY

This department represents the various City departments in litigation, i.e., Workmen's Compensation, anti-trust, eminent domain,

CITY ATTORNEY (continued)

violations of building, health, housing codes and ordinances.

This office handles all code enforcement; also handles abatement proceedings for the Departments of Public Works, Fire and Public Health. Personal injury actions against the City and County of San Francisco are defended by the City Attorney. This office also represents the Planning Commission concerning planning disputes. All bond issues are prepared by outside firms as is the defense of some Anti-trust suits. Workmen's Compensation cases have increased steadily. The City Attorney's office has approximately 3,000 such cases pending against the Municipal Railway which represents the greater part of its work.

Attorneys in this department are not permitted to have private practices.

The department definitely needs more office space. In City Hall two or more attorneys are assigned to each office. No additional staff was requested in 1975-76 due to this lack of working space. This space condition is aggravated by many cartons of closed files stacked in hallways awaiting transfer to the City storage center.

Mr. O'Connor stated that closed records could be microfilmed to consolidate space. If funds could be obtained for microfilming this space could be made into office space for the stenographic area, and the space currently occupied by the clerks could be made available for office space for attorneys.

It was the opinion of this committee that this department was very well supervised, trained and managed. Because of the complex and varied types of cases handled by this department it is felt that the legal staff has to be highly specialized. Mr. O'Connor and his staff are to be commended for their diligence and dedication.

PUBLIC DEFENDER

The San Francisco Public Defender's Office, under the direction of Mr. Robert Nicco, operates pursuant to the Charter of the City and County of San Francisco and is governed by Section 27706, and related Sections of the Government Code of the State of California. In recent years the mandated services required by the Public Defender have been and are continuing to increase as a result of local, State and Federal Statutory Laws and as a result of State and Federal Appellate Decisions.

PUBLIC DEFENDER (continued)

LITIGATION DIVISION:

This Division handles felonies, misdemeanors and mental health cases, and is staffed by permanent and CETA attorneys. One permanent attorney is assigned to the Mental Health Division.

JUVENILE COURT:

The Public Defender's Office staffs four courts at Youth Guidance Center. Each attorney assigned there, including the head attorney, Mr. Gregory Bonfilio, handles a caseload. Presently, all but the head attorney are rotated every six months between Youth Guidance Center and the Hall of Justice. With the increased workload created by AB 3121, we recommend that the attorneys assigned to Youth Guidance Center be permanent as they are with other Divisions of the Public Defender's Office. This is a specialized area of the law and demands the same expertise as other Public Defender functions. Knowledge of unique legal problems involved in out of home placements and other areas of juvenile representation can only be acquired through long term exposure.

VOLUNTEERS AND INTERNS:

In order to make the attorneys as efficient and productive as possible the Public Defender has used the services of volunteers, interns and para-legals. These services have relieved the attorney staff of many time consuming activities and increased the quality of the services rendered to the clients. Part of the Volunteer Program has been under the auspices of Northern California Service League and student-interns from various Bay Area Colleges and Universities and, also, some who volunteer on an individual basis. One law firm in San Francisco provides a full time attorney, as it has for some years, from their litigation team with a change-over every three months. During the summer of 1976, the San Francisco Foundation, in conjunction with Law Students Civil Rights Research Council, funded twenty law students for 6400 hours. Also, during the year many attorneys rendered services on a volunteer basis. This additional help aided the Public Defender and his staff who were operating on a very limited budget.

MENTAL HEALTH:

The Lanterman, Petris, Short Act imposed added duties on the Public Defender's office. Individuals currently confined to State Hospitals and Mental Hygiene Homes require visitation and representation. These institutions are located throughout the State. Those under Conservatorship must have their case reviewed every six months. The investigators see approximately 700 to 800 individuals per year. Inadequate provisions are made for automobile mileage reimbursement to the people assigned to this function. Especially for this State required responsibility, since long distance travels to the hospitals

PUBLIC DEFENDER (continued)

are required, it is recommended that sufficient automobile mileage reimbursement be granted.

Since San Francisco has many transients, it is often required to provide mental hospital facilities for people who are not legal residents. The Public Defender and his staff are now making considerable effort to determine the legal residence for these individuals and have the responsible jurisdictional authority assume the cost of care and support.

PUBLIC OUTREACH:

Last year a pilot program, which involved the opening of a statelite office at Potrero Hill, was initiated in response to community demands to make the Public Defender's Office more accessible to the public. After a few months, this program was discontinued because so few individuals availed themselves of this service.

MOBILE VAN:

The Public Defender intended to apply for Federal Funds for an unmarked mobile van. Recently, a used van was donated to this department. This will enable the staff to obtain interviews with people in areas away from the Hall of Justice, which some find foreboding. It also aids those witnesses who are unable to travel. The van provides 24 hour service.

SPECIAL DEFENSE PANEL:

Recently the Municipal Court proposed the creation of a new special defense panel in the furtherance of its efforts to maintain the high quality of service of the Public Defender's Office, and the legal representation of defendants before the court in criminal cases. The purpose of this panel would be to provide legal services to those persons who cannot pay a lump sum retainer or the entire fee in advance of the handling of their case, but who are regularly employed and have the ability to make a modest initial payment, and regular periodic payments to a private attorney. At the present time it is felt this category of "borderline" cases is causing unnecessary and added workload on the Public Defender's Office.

This Department is badly in need of additional office space. Through the ingenious acquisition by the Public Defender of unused open hallway space he has been able to install a Word Processing Center which will alleviate some of the backlog. With the addition of this Center, and two additional stenographers, the time required to process documents for Public Defender Attorneys has been reduced from twenty-four hours to eight hours.

PUBLIC DEFENDER (continued)

This Grand Jury feels that Mr. Robert Nicco and his staff have provided a very high quality of defense to those in need, despite working under the adverse conditions of insufficient personnel, equipment, lack of office space, and a very limited budget.

SHERIFF

This Civil Grand Jury recognizes that the Sheriff's Department has been involved in a number of political altercations during the past year about which we will not direct comment. We also recognize, however, that this department has a responsibility to the citizens of this City and County to enforce the law. We believe that the Sheriff did not perform these duties of his office when he refused to carry out the Court order to evict the tenants of the International Hotel. We do not object to his differing in personal opinion with the Court but, in our opinion, his oath of office does not permit him the privilege of the public action he took in his capacity as Sheriff. Despite the fact that it apparently was motivated by the Sheriff's stated concern for public safety and to avoid threatening riots, we are critical of his performance in this specific situation.

ESCAPES:

There were 18 incidents of escape involving 20 prisoners in the ten months prior to August 1976. The breakdown is as follows: 5 from temporary security wards used by the department, 5 from the Courts, 3 from County Jail No. 2, two from County Jail No. 4, and 4 from County Jail No. 6. Three of the escapees were minimum security inmates who were trustees. Fifteen of the twenty inmates had been apprehended. The numerous escapes were attributed to staff shortages, poor physical facilities, employee negligence and their lack of experience, and lack of any written policies and procedures. As a result of the escapes, the Sheriff implemented a fugitive detail which has been fairly successful in apprehension of escapees. Memoranda and directives have been sent to administrative staff and employees and there have been more inspections by the Undersheriff. Additionally, Manual of Policies and Procedures which defines in detail procedures to be used in the handling of prisoners has been completed. During the first half of 1977, there have been no escapes.

JAILS:

County Jail No. 1, the men's facility located at 850 Bryant Street, was found to be in very clean order. Food was properly stored, premises in a very sanitary condition. Recently, portable telephones were installed through a grant from the Federal Achievement Fund.

SHERIFF (continued)

Inmates are permitted to make a limited number of telephone calls. Food being served appeared to provide a well-balanced diet, and the menu for the week appeared adequate. Because there are no central dining areas in any of the men's facilities, serving of the food does present problems in keeping the food warm by the time all prisoners are served from wheel carts.

The institutions located at the Hall of Justice have no facilities for exercise or recreation. County Jail #1 reportedly has the lowest suicide rate in the United States for any correctional institution. This has been attributed mainly to the system used in placement of prisoners, and the rotating of them between the cells alleviating boredom.

COUNTY JAIL NO. 2

This facility was found to be very clean. The storage area for food was in very good condition and well organized. We were advised that, through a Federal Grant, the gun storage area has been relocated. Laundry facilities were adequate. Food preparation was done under the best of sanitary conditions. Plans have been discussed for a new visitors room, but funds were not appropriated.

COUNTY JAIL NO. 3

This facility was found to be very clean and orderly. A work and education furlough program for the Women's County Jail Prisoners at 850 Bryant Street was started. This is similar to the men's Furlough Program. The women in the program are being given freedom by day to look for employment, to work at their present jobs or to receive further education in order to prepare themselves for the time when they are released. They spend nights at the Hall of Justice facility. The Women's Work Furlough Program is a segregated part of the regular women's section. One "tank" is now a living room. The floor is carpeted, has a TV set, sofa, chairs, library, and draperies hang on a window. This has been accomplished through the efforts of volunteers. Another "tank" is a homey dining room. A former large cell has been transformed into a comfortable dormitory with bunk beds covered with colorful bedspreads. Inmates selected for this program are very carefully screened by the Rehabilitation Director. Inmates who have a history of violent crime, drug abuse, history of escapes or assault are banned from participating in this program. Six deputies supervise this furlough program with the assistance of additional civilian personnel.

COUNTY JAIL NO. 4

This institution is badly in need of at least four showers. The showers are now located on the ground floor and cannot be adequately

SHERIFF (continued)

supervised because of their distance from other facilities. There is presently no communication system between the shower area and the main areas of the jail. In order to accomplish relocation it would mean forfeiting two cells on each tier, but this would provide greater supervision and safety for the inmates. The facility is immaculate, and the cells are artfully decorated with curtains and bedspreads which were made by the inmates.

COUNTY JAIL NO. 6

On July 1, 1976, the Sheriff's Department assumed responsibility for the operation of the City Prison formerly under the supervision of the San Francisco Police Department. The facility was turned over in a most deplorable condition. Because of the build up of grime the floors looked like asphalt; only after much scraping, scrubbing and cleaning by volunteers did the painted floor show through. Walls, lighting and plumbing were in dreadful condition. New lighting should be installed. Upon assuming responsibility for this facility, the Sheriff's Department was not allocated needed additional personnel. The members of the Grand Jury had an opportunity to view slides of the City Prison which verify the conditions existing prior to July, 1976. Also badly needed are bedding, mattresses and clothing. Prisoners must wear their own clothes and often have to remain in them for a long period of time. If funds cannot be appropriated for clothing for this facility, perhaps some appeal should be made to the public for donations of used clothing.

A new system of booking slips was implemented in order to avoid costly repetition when inmates are transferred to the County Jail. Despite progress made many changes are still required in processing prisoners which often takes up to 12 hours. Those people arrested by the Police Department but who have not made a court appearance are placed in a holding cell with only a concrete form bench for their comfort. We found this facility appalling. Now that the Sheriff's Department has assumed responsibility for this function we hope that Intake will be handled with greater efficiency and that some provision will be made for the comfort and safety of those individuals who have been arrested but not brought to trial.

DEPUTIES:

The relatively low salary schedule of the Sheriff's Department compared to other counties encourages deputies to look elsewhere for employment after training by this department. Many people with advanced degrees are now applying for positions as Deputies. This Grand Jury feels that improvement in prisoner care during the past several years has contributed to the interest of more highly educated persons in the department. We cannot attract these qualified people. The department has recruited a number of minorities and women.

SHERIFF (continued)

FOOD:

The City Health Department earlier reported that jail food quality had fallen below minimum State custodial standards causing dietary deficiencies. The Health Director has implemented an in-service training course for cooks and the Food Manager. Certain inmates require special diets which are prescribed for them by the Jail Physician. Servings of milk and milk products, and meat and meat substitutes were not available in the necessary amounts. A recent decision by the City Attorney Thomas O'Connor rules that the Sheriff can legally transfer food services in San Francisco's jails to a private management firm. The Sheriff contends the proposal could be accomplished at no extra cost and would lead to better menus and management. The next step would be to obtain approval from the Board of Supervisors. In recent months food services have improved.

WORK FURLOUGH PROGRAM:

The Work Furlough Program has been funded through Federal Grants which enables non-violent offenders to be employed in the community and assisted in rehabilitation outside the environment of the jail. The Sheriff states this has been a successful program.

PEST CONTROL:

Due to a cut by the Supervisors' Finance Committee, it was necessary for the Sheriff to request supplemental funds for pest control. The Committee's rationale in slashing the funds was that, instead of having a commercial firm do the exterminating as in the past, it could be done by the regular Stationary Engineers in the various facilities. The Stationary Engineers did not have the necessary spraying machines and it was discovered that they would require a certificate from the State Pest Control Board. Originally the department had requested \$1100 for cockroach abatement at San Bruno Jail, but this was slashed to \$200 by the Finance Committee. Thereafter, at San Bruno Jail, cockroaches were found in the cell tiers and on the ceilings, would crawl over the inmates when they were asleep, and, occasionally would be found in the inmates' food. The Sheriff requested an additional \$2000 in emergency funds because the cockroaches had reached epidemic proportions and the Board of Supervisors Finance Committee recommended the Sheriff's Department receive \$1400.

MEDICAL SERVICE:

The Department of Public Health was assigned the responsibility for the medical care of prisoners in March 1975. Medical services to prisoners are provided by three separate but related units: the Jail Medical Service, the Criminal Justice Unit, and San Francisco General Hospital. The Jail Medical Service provides medical, nursing, pharmacy

SHERIFF (continued)

and routine medical services to prisoners at the Hall of Justice jails and the San Francisco County Jail at San Bruno. The Criminal Justice Unit responds to court-ordered psychiatric evaluations and provides psychiatric services to prisoners. San Francisco General Hospital provides backup emergency, outpatient services and inpatient services for prisoners. Dr. William Mandel, Director of Health Services at the Jails, reports the attitude and cooperation of the Jail staff as excellent.

Facilities for medical care are poorly equipped. The infirmary at San Bruno needs remodeling and funds have been approved for this. Requests for funds for a psychiatric infirmary at the Hall of Justice and remodeling the present infirmary at the Hall of Justice were deleted by the Mayor's Office.

PRINT SHOP

Recently a Print Shop was established at San Bruno Jail #2. With instructors from the Community College District, many forms used in the department are now being printed there. This project provides training for the inmates so that when they are released they have a better chance of employment. While assignments to this project are limited because of space and equipment, we were advised that ten men had found employment through the training received at this facility.

RECREATIONAL EQUIPMENT AND LIBRARY

There is a total lack of recreational equipment at the mens' facilities in the County Jails. This is a deplorable situation which must be remedied. Funds for some of this equipment are available and come from the Inmate's Welfare Fund rather than tax monies. This fund is generated by profits from a small sundries store in the Jail.

There is also an inadequate number of library books. A possible solution may be donations from interested community groups of paperback books.

Miss Suzanne E. Perry

Carlos E. Xavier

Miss Irene G. O'Neill, Chairman

ASSESSOR

A substantial amount of criticism regarding real property assessment procedure has been directed by the news media, or by individuals representing the media, at the Assessor's Office. In our opinion this criticism, and oftentimes abuse, is unwarranted or at the very least misdirected. Properties are assessed by methods generally accepted by professional appraisers. State law requires that assessed value of property be placed at 25% of reasonable market value. This is done. The activities of this office appear, from our investigation, to be carried out in a professional manner and in reasonable compliance with State law.

It is obvious that residential properties, particularly single family dwellings that have a reasonably high turn-over rate, can easily be appraised at a ratio to their current market value since that value is established frequently. In general, this is done in the Assessor's Office by review of sales or property on a continuing basis. As a practical matter the review affects assessed value several years after direct sales. In theory the process is reasonable and equitable and lags sales for two reasons. It is impossible to maintain the pace of review of market values and adjustment of assessed values in all areas of the City equivalent to skyrocketing transfer of property. It is also more equitable to follow general neighborhood trends than to establish market values in proportion to isolated individual sales. This reasoning appears equitable to this Grand Jury and does provide some protection to the homeowner.

In the case of commercial and industrial properties, the method of appraisal is somewhat more complex. Equivalent or even similar property sales are not available for comparison. The Assessor's staff became dependent--as was noted in a series of newspaper articles--on the capital gain received by the operation of the facility, and more importantly on the expertise of the appraiser. The method is a professionally acceptable one and has provided resulting values close to, but usually slightly above, sales prices of equivalent property.

Questions have been raised concerning the valuation of vacant commercial property. In fact, a minimum value is placed on this type of property, by separately assessing the value of land for which comparable market values can be obtained.

There is continuing concern that the budgeting process and the Civil Service does not allow for adjustment of inequities in salary structure for employees on the Assessor's professional

ASSESSOR (continued)

staff. There is equal concern for adequate training for appraisers. The Department management feels that salary limitations make it difficult to recruit trained appraisers. It has become necessary, therefore, to establish a Real Property Appraisal Trainee Class, a combination of formal appraisal education and on-the-job training, to produce a competent staff.

This Grand Jury finds that the Assessor is conducting his responsibility in accordance with his charge and up to the potential of his staff. It is worthy to note that if criticism is necessary, it should be directed to the State law that requires that single family residences be assessed at the same rate as commercial or industrial property, or to those that control the local spending that is dependent upon property taxes. This Civil Grand Jury encourages the City administration to work with State legislators to modify existing laws in order that some property tax relief be provided to all residential property owners.

TREASURER

Treasurer Thomas C. Scanlon, is accountable for the safe custody of all money and securities belonging to the City and County of San Francisco. His staff handles all daily receipts and disbursements of City money and is responsible for deposit and investment of public funds. Mr. Scanlon, Mr. Gin L. So, the Chief Assistant Treasurer, and Mr. Gerald P. Richardson, the Investment Specialist, were very courteous and helpful in the investigation of this department by the Grand Jury.

We have viewed the operation of the computerized Moneymax System and Telerate System. These systems offer, either on video terminals or on typewritten output, up-to-date price information from a current computerized data bank. They rank alternative investments by rate of return and have the capability to account for and report on investments. These systems are considered as advanced as any cash management programs available to City and County treasuries.

The Moneymax System has been in use since early 1976, and under the able operation of Mr. Richardson, has produced excellent results, reflected in increased earnings on investments from about 5.3% to about 5.8%. The Telerate System is a new addition, donated for a free six month trial period by a Los Angeles brokerage firm. It is now on rental at a rate of \$350 per month for those

TREASURER (continued)

months in which a specified minimum of transactions is not recorded with that brokerage firm. The rental has not been a determining factor in the business dealings with that firm.

As a result of our investigation, this Grand Jury believes that this office is operated in a well organized and efficient manner. There has been the suggestion made that an additional teller-clerk might assist in reducing the long lines waiting to cash checks and warrants, thereby increasing efficiency. Given the current fiscal situation of the City, we cannot recommend the additional position solely for the purpose of reducing waiting lines for the recipient's convenience.

Stelios M. Andrew

Francis J. Murphy

Mary B. Donnelly, Chairman

SUPERIOR COURT AND MUNICIPAL COURT

For a number of years, problems have arisen due to the lack of adequate courtroom space in San Francisco. In 1971, a part of the California Hall on Polk Street was leased by the City, on a temporary basis only, to house two additional courtrooms. This was necessary because of the appointment of two Superior Court Judges whose services were required due to the magnitude of criminal matters before the Superior Court. This arrangement has proven to be less than desirable for a number of reasons including the difficulty of coordinating potential jurors between the three buildings where trials are held. Four courtrooms at City Hall were necessarily devoted to the hearing of criminal matters. This has resulted in severe security problems. The shortage of space has also required potential jurors to wait, sometimes for a full day, in hallways in the Hall of Justice and City Hall. During these delays, the only attempt toward making their wait comfortable has consisted of the sparse placement of chairs through the halls. The potential of harassment of those jurors who, for lack of a jury holding room, were required to wait outside courtrooms, during recesses of trials, was ever present. This situation has been a cause for concern of several past Grand Juries. However, since several initiatives which would have provided funds to build adequate courtroom facilities were defeated at the polls, there has seemed to be no viable answer for the dilemma.

In June of 1977, through the indefatigable efforts of Superior Court Judge Henry Rolph, Presiding Judge at the time, a grant was finally obtained through the Public Works Act. The \$4.8 million will be used to build an additional two floors above one section of the Hall of Justice building. This addition to the building was proposed when the Hall of Justice building was originally designed and built and the building will readily lend itself to the construction. The new section of the building will house six courtrooms - four for the hearing of criminal matters by the Superior Court and two for Municipal Court. One section of the building will be devoted to the comfort and protection of those San Francisco citizens who are called for jury duty. The two Superior Courts presently in California Hall will be housed in City Hall along with other civil courts; the four criminal courts now in City Hall will return to the Hall of Justice where security can be maintained. The many problems which have existed for so long with regard to courtroom facilities will be resolved.

SUPERIOR COURT

Jurors

During the latter part of 1976, a new system for the selection of potential jurors was instituted under the direction of Frederick Whisman, Superior Court Executive Officer. Traditionally, San Francisco jurors have been selected entirely from the rolls of

SUPERIOR COURT (continued)

registered voters. Although many citizens were more than willing to serve in this important position, there were a few who felt that jury service was a penalty which was given upon their voting registration. In order to broaden the selection base, Mr. Whisman began a new policy of combining lists of registered voters with lists obtained through the Department of Motor Vehicles of drivers' license holders. It appears to this Grand Jury that the selection process is a much more equitable procedure.

Court Calendar

During the early 1970's criminal cases awaiting trial had risen to an all-time high. In 1971, for instance, there were up to 750 cases waiting for assignment to the criminal courtrooms. In criminal cases, the time for trial is statutorily imposed. Defendants, being aware of the calendar problems, were demanding immediate trial with the expectation that, if no courts were available, their cases would necessarily be dismissed. It was as a result of this congestion in the courts that two additional Superior Court Judges were appointed. Presently, San Francisco has between one hundred forty and one hundred sixty cases at any given time awaiting criminal trials. It is now ranked among the best in California for its smooth-running criminal calendar.

With regard to civil trials, there is a fifteen to eighteen month waiting period after the filing of an At Issue Memorandum by either of the contesting parties. This waiting time has remained constant for five or six years. Although this time seems somewhat exorbitant, the Courts indicate that many attorneys file their At Issue Memoranda substantially in advance of the time they are actually ready for trial and then depend upon this long wait to conduct discovery. In the case of personal injury cases, which comprise fifty-five percent of civil cases heard in this County, the attorneys require at least this amount of time for the injured party's condition to stabilize so that the final effects can be more realistically determined.

San Francisco's mandatory settlement conference assists to a large degree in the disposition of cases. Presently, approximately ninety percent of those cases which are filed are settled before trial. This provides substantial savings in court costs to San Francisco taxpayers as well as to the litigants themselves.

Bailiffs in the Courtrooms

The 1975-76 Grand Jury pointed out some of the problems inherent in the assignment of Bailiffs to the individual courtrooms. Bailiffs were found to working extraordinary schedules -- leaving early if the particular Judge to whom they were assigned no longer required their assistance, failing to report for other duties

SUPERIOR COURT (continued)

if their courtroom was closed for a particular day -- and, in all, were not available for service during those hours required of other Deputies in the Sheriff's Department or, for that matter, during those hours required of City employees as a whole. Additionally, there was some concern over the fact that the Bailiffs were performing clerical functions and other assignments not a part of the protection aspect of their jobs which was the total reason for their placement in the courtrooms.

Following criticism by the citizens, the Sheriff's Department began to withdraw Bailiffs from some of the Courtrooms. Under State Law, the attendance of a Sheriff's Deputy in all courtrooms is mandated. A number of Superior Court Judges, upon finding that their courtroom Bailiffs had been withdrawn, felt compelled to close their courts.

It is the opinion of this Grand Jury that, until the State Legislature sees fit to amend this law, it is the Sheriff's duty to provide adequate Deputies to staff each courtroom. We feel that the recent decision by the Sheriff's Department in response to this dilemma is highly acceptable. The present system entails the assignment of Deputies to the courtrooms on a rotating basis so that the Deputies retain original responsibility for protection of the Court, and those persons in the courtrooms, in their capacities as Deputies of the Sheriff's Department. Then, if a courtroom is closed early, or opens late, the Bailiff should have the responsibility to assist with other functions in the Sheriff's Department.

MUNICIPAL COURT

Traffic Fines Bureau

During the past fiscal year, the number of parking citations issued by the Police Department was reduced to an average of 110,000 per month. This reduction was due to the reassignment of those Officers formerly performing solo motorcycle detail. This has not, however, had great impact on the revenue produced by traffic citations. In 1975, it was determined that fines for parking meter violations should be increased from \$3 to \$5. Other parking violation fines were also increased. These increases were, among other things, due to the number of people who found it less expensive to park at a meter for the day rather than pay the parking fees charged by private parking lots, especially in the downtown area. This was really not the intention behind the provision of street parking and, with the limited number of spaces available, we feel that the increase in fines was justified. Because of the increases, San Francisco Municipal Court recovered \$9,800,000 through traffic violation fines during fiscal year 1976-77.

In 1973 a computerized system for the recovery of traffic

MUNICIPAL COURT (continued)

finer was instituted. Prior to that time, the Municipal Court Clerk's office was simply not able to process the citations and receipts therefrom in a timely manner. A severe backlog resulted in the delayed processing of fine receipts, the duplicate billing of persons who had previously remitted the amounts required and a multitude of other problems. The Electronic Data Processing center has alleviated a number of the problems.

This year the Municipal Court was budgeted \$25,000 to retain an independent consultant to review its procedures, both in its general office work and computer services. The consultant retained has submitted a preliminary report suggesting, among other things, radical changes and streamlining of the computer system. For instance, it has been the procedure to enter all information regarding each traffic citation. Since sixty percent of the citations are paid within thirty days, the consultant suggested that only a minimum of information need be entered into the computer immediately. If the citation is not paid timely, information required for collection activities could then be entered. Daniel Donahue, Municipal Court Clerk, is quite enthused about the proposed organizational changes suggested by the consultant and is working closely with the company toward implementing them. Mr. Donahue estimates that savings in the magnitude of several hundred thousand dollars may accrue to the City each year due to the new operations.

We feel that comment should be made on the superb organizational and administrative talents displayed by former Presiding Judge Albert C. Wollenberg, Jr. Judge Wollenberg served as Presiding Judge for a short period of nine months, however, during his term, a number of noteworthy changes were accomplished. Among these was a revision with regard to those funds allocated annually to the design and programming firm retained to set up and improve upon the EDP system. Each year a blanket amount was designated for its use in setting up new programs which were scheduled. There was very little, if any, follow-through after that time to see that programs were installed timely or that they were installed at all. Judge Wollenberg instituted a program whereby, instead of the lump sum being transferred immediately, only a portion would be delivered at the beginning of the fiscal year. The remaining amounts would be transferred only upon the submission of work orders setting forth the modifications and changes. The Court then verifies that the work has been done. During the last fiscal year, \$35,000 was returned to the City coffers for work scheduled to be performed but which was not accomplished during the year.

Beginning in January of 1978, the EDP system will coordinate with the Department of Motor Vehicles in Sacramento with regard to unpaid traffic citations. It has traditionally been the procedure of the Municipal Court to issue warrants for the arrest of those citizens who had, for any number of reasons, failed to pay

MUNICIPAL COURT (continued)

the citations issued. Under SB 192, the DMV will, after January 1, 1978, refuse to register any automobile to a person who has citations which remain unpaid. In addition to the positive humanitarian aspects of this procedure, this will also eliminate a large number of false arrest suits which have previously been filed. Perhaps the State should consider expanding this program to include withholding of drivers' licenses, for people who don't own automobiles.

Small Claims

On January 1, 1977, the claim limit for the Small Claims Division was increased from \$500 to \$750. Based upon the prior response of citizens in filing claims when the amount was increased from \$350 to \$500 (an increase of 20% to 25% in filings), the Small Claims Division was relocated on the first floor of City Hall in substantially larger quarters. Response to the 1977 increase, however, has not been as significant. Small claims' complaints have, thus far, increased only by 13% to 14%.

Some criticism has been made toward the implementation of a small claims calendar for the hearing only of the complaints filed by large corporations one afternoon a week. We feel, however, that it is in the best interests of those citizens who wish to file small claims to have their claims heard each morning, as is presently done, without the delay imposed by the concurrent hearing of the numerous complaints filed by some of the large corporations. We suggest that this procedure is in the best interests of all concerned as well as an effective organizational procedure.

Beginning in July of 1977, the Municipal Court will launch its Saturday afternoon Small Claims hearing at the Hall of Justice. Each of the Judges will rotate in hearing the matters presented. This new calendar will be for the use of individual citizens and small neighborhood businesses only and corporations will be excluded initially. The Municipal Court is hopeful Saturday hearings will open the Small Claims Court to many individuals who, because of work or other weekday commitments, are presently excluded from presenting their claims.

Numerous advances have been made by each of the Superior and Municipal Courts during the last year and we commend the efforts of those involved for their valuable contributions to the City of San Francisco.

JUVENILE COURT
YOUTH GUIDANCE CENTER

The juvenile justice system has been charged with one of the most challenging and rewarding responsibilities in San Francisco government. Between forty-five and fifty percent of the major crimes committed in San Francisco are committed by juveniles. Considering the relatively small number of residents under the age of eighteen and the even smaller number of those who become involved in major crimes, this figure is alarmingly disproportionate. One disquieting aspect of this problem is that the children, as adults, may continue to perpetrate criminal activity unless, in their formative years, someone can get through to them. Giving acknowledgment and support to those who might be able to influence the youth of this City should go hand-in-hand with other law enforcement efforts. This, then, would appear to be one way of attacking a major problem, that of crime, at its source.

Many of those working in the San Francisco Youth Guidance Center are extremely dedicated, well-qualified individuals. A majority of those in child probation have worked for years under the demoralization of temporary employment status. (See details regarding the history of the Probation Officers' Civil Service Examinations in the report on the Adult Probation Department.) Because of this series of events which has continued for so long, overwhelming insecurity is felt in all levels of the Probation Department. Much beneficial training has been postponed awaiting the ever imminent appointment of permanent staff. Reorganizations and innovative procedures have also been delayed. Those Probation Officers who have been promoted by seniority only cannot feel security in performing effective supervision when, within a short time, they may find their supervisees their supervisors. We recommend that a serious review of Civil Service testing and active listing be made by the Executive, Legislative and Judicial branches of San Francisco government toward an early resolution of this problem.

Automobile Crisis

The City's failure to respond adequately to numerous pleas from Youth Guidance Center for a resolution of the automobile problem seems to evidence a lack of necessary support from City Hall. Substantial documentation has been presented to the Mayor and the Board of Supervisors substantiating the desperate condition of the vehicles. The Juvenile Justice Commission has pleaded for a review of the problem. The Juvenile Court Car Crisis Committee has prepared and submitted extensive reports. The defective automobiles are used not only by City employees; they are used as well for transporting youth - to out-of-home placement, to the airport, to hospitals, for

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

home visits and for other necessary movement in and out of the City.

Some of the mechanical defects of which we have been advised include bald tires resulting in blowouts on the freeway; defective steering mechanisms; defective brakes, resulting from lack of preventive maintenance, damaging the brake drums (a very costly repair, indeed); and disc brakes wearing to the point of rupturing the brake cylinders. One of the many reports came from a Juvenile Court employee who experienced a mechanical difficulty which could have resulted in a disaster while transporting six boys to Youth Guidance Center from Log Cabin Ranch. Fortunately, one of the boys noticed a rattling sound coming from one of the wheels. Upon examination, the driver found that three of the wheel studs and nuts were sheared off. The wheel was being held on by only two studs. This particular automobile must often carry up to seven passengers on winding country roads. It really makes very little sense to supply equipment and not provide adequate funds for its maintenance.

We recommend the following:

1. That, if the City does not intend to supply the Youth Guidance Center with newer automobiles, it conduct periodic safety checks including the brakes, tires, lights, signals, steering and other potential hazards. Such checks are performed routinely in other cities and could, in the long run, provide substantial savings. Claims by injured individuals against the City could be devastating. The entire automobile budget could be depleted by this negligence. The City must, of course, insure against those accidents.

2. That action be taken to provide safe, dependable vehicles through either lease or purchase arrangements. We understand that, quite recently, some support has been given by the Mayor toward obtaining State funds for the purpose of purchasing automobiles. If this request is not granted, the City must take the initiative.

Those of us serving on this Grand Jury are not unaware of the plight of City government's finances. However, when it comes to transporting minors, local government must accept the responsibility. We are not talking about causing inconvenience, we are talking about endangering lives.

Log Cabin Ranch

Turning now to another matter, we feel a duty to address the charges made by the 1975-76 Civil Grand Jury with regard to the Teledyne program at Log Cabin Ranch during 1974 and 1975. The Juvenile Justice Commission, after having conducted an in-depth study of the LEAA funded program, published its report charging poor fiscal responsibility and mismanagement of funds. Having conducted an independent investigation, we concur in that finding.

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

We do feel that new, innovative approaches to working with juveniles must be tried. Progress is often attained only through trial and error. However, we have found that when funds are supplied by sources outside the City, there is a tendency among management to continue even unworkable programs. We do not see this as an isolated case. We acknowledge that outside funding is often difficult to obtain and that, once a grant has been finally obtained, management may be reluctant to acknowledge that its efforts have been for naught.

In this particular case, if the Youth Guidance Center administration were not able to achieve any cooperation from the Log Cabin personnel through whatever actions were necessary, we feel that the program should have discontinued after the first year of funding. However, it was not and we can only hope that the adverse publicity given to this program will serve as a deterrent to others embarking on the same road.

Jim Licavoli became the Director of Log Cabin Ranch on October 1, 1976. Since that time, the Ranch has been operating in a very successful manner. Of the youth committed to Log Cabin Ranch, ninety-nine percent are eligible for commitment to the California Youth Authority. This, then, is their one last chance prior to referral to the Youth Authority.

The program at Log Cabin Ranch currently ranges from ninety days to one year. During that time, the youth are counseled extensively and intensive academic study is provided. When the youth enter the Ranch, they are given scholastic achievement tests. They are tested again at the end of their commitment. Of those detained at the Ranch for the full period, many are able to improve their scholastic standings by more than two school grades. Although both Log Cabin Ranch and Hidden Valley Ranch (under the direction of Don Carlson) are understaffed (compared with a 5 to 1 ratio in most large counties, Log Cabin operates on an 8 to 1 ratio and Hidden Valley at a 9 to 1 ratio), they are providing a very valuable service. According to some of the boys at the Ranches with whom we spoke, the quiet country setting gives them a chance to think about the disadvantages and potential hazards of a life of crime. It is a much more positive approach to the problem than commitment to the Youth Authority facilities.

Immediately upon commitment to the Ranches, a team consisting of the child's Probation Officer, his Ranch counsellor, the Assistant Director of the Ranch, a member of the school department and, most importantly, the child himself, begin working on a plan which envisages his release from the Ranch. Some of the boys return to school after release, some opt to go into the armed forces and some are provided with the opportunity of placement in a vocational skill oriented program sponsored by the LEAA. Presently,

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

there are forty-five slots in four month basic programs for graduates from the Log Cabin Ranch. There are three community organizations in San Francisco which provide the graduates with jobs and training during that four month period.

Medical Care At The Ranches

One serious problem which has been brought to our attention is the lack of adequate medical services at the Ranches and especially the lack of emergency medical care. One doctor, located in San Francisco, is presently under contract to provide medical services. It is his responsibility to visit the Ranches once a week. On his visits, he examines all new referrals, which is a duplication of the examination given before placement. Those funds that are presently allocated for the services of the doctor could be used to retain a registered nurse who would spend several hours each day at each of the two Ranches. The Directors of the Ranches feel insecure about having to make medical decisions with regard to their charges and the availability of a nurse would alleviate this responsibility. When emergencies arise (as they do with youth), someone with substantial medical training should be immediately available. This matter has been brought to the attention of the Youth Guidance Center administration and we feel that they must rectify this situation.

Community Resources

Commenting on another point made by the 1975-76 Grand Jury with regard to "The Battle Between Public Agency Resources and Community Based Resources," we find that a much greater degree of cooperation is being achieved presently. We have not been led to believe that all differences have been resolved. There are numerous community groups vying for positions working with, and concomitant public funding of, youth services. Some of these groups have achieved a high degree of expertise and ability and there is active competition. We encourage the administration to continue with their efforts to solicit the cooperation and assistance of those community organizations which are providing valuable services.

For some years, San Francisco has placed delinquents in agencies throughout the State. A small number of children have been sent to the Los Angeles area. Under a recent policy of Juvenile Court, all youth will now be placed within a sixty-five mile radius. There are several aspects of this policy which have been brought to our attention and which we would like to summarize here.

1. Certain community organizations operating child detention facilities in Los Angeles have proven themselves to be extremely effective in their treatment of youthful offenders. Some facilities outside this sixty-five mile radius have, in fact, displayed much greater successes with certain types of children than

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

those nearby.

2. There is also some argument for removing certain children for a time from those peers and adverse conditions that have contributed to their present activities.

3. We suggest that the incorporation of the parents in the decision-making process regarding their children's placement is advisable. It is the parents who will be ultimately responsible when the child is returned. If the parents were invited to confer with the Placement Officer involved with the placement and were informed of the alternatives, diminished dissatisfaction where distant placements were advisable might be the result. Parents' involvement in their children's futures, where practicable, should be encouraged. The final determination for placement, however, must rest with the Probation Officer and with the Court.

We do not advocate the wholesale shipment of our youth to other vicinities. But we do feel that each child's future and possibility of rehabilitation must be the ultimate consideration. Therefore, we suggest that there remain some flexibility in the new policy.

Organization

Intalking with numerous individuals at Youth Guidance Center, one recurring theme was the present organization regarding the general assignments of Probation Officers. We have been presented with many justified grounds for a revised approach.

The present system involves the three separate functions of Intake, Court Officer and Supervisory probation caseloads. Initially, a Supervisor in Intake reviews each new case and assigns it to an Intake Probation Officer. That Officer reviews the case, prepares a report and submits it to a Court Officer. The Court Officer presents the case to the Court. After a judicial decision has been rendered, if the child is put on probation, the file is turned over to the Supervision unit. A Supervisor there reviews the case and refers it to the Supervision Officer. That Officer reviews the file and begins his/her supervision of the child. During the entire process, the child has had three Probation Officers.

We recommend that serious study be given to a reorganization of the department so that a single Probation Officer follow each youth through the entire process with the exception of the duties of Court Officer. Some of the bases for our recommendation of a review and possible reorganization are as follows:

1. The Probation Officer who investigates the case and prepares the initial report becomes somewhat familiar with a

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

particular child. He has interviewed parents and, perhaps, the ward's peers and has certain impressions, as well as information, which cannot always be accurately passed on in writing.

2. The retention of the case after judicial determination would eliminate the review of the case by one Supervising Probation Officer and one Probation Officer in the Supervision Unit.

3. The child would feel a more stable relationship with his Probation Officer. He would have one Probation Officer through the entire procedure (and a Court Officer at the hearings only) and could begin to develop a working rapport almost immediately.

4. The Probation Officer who follows the case from Intake through the end of the probation period would be more accountable to both his client and to the department.

5. It is our information that Intake caseloads vary more than do those of Supervision. This proposed revision would provide a better balance.

Some at Youth Guidance Center have suggested that each Probation Officer should perform the duties of Intake, Court Officer and Supervision. There are some justifications for this approach, although we feel that there may be more organizational arguments in favor of having the Intake and Supervision activities combined and retaining the separate function of Court Officer. We might suggest, however, that some thought be given to assigning the Court Officers to each of the four units rather than having them isolated in a separate department.

Those arguments which have been most persuasive with regard to an independent function of Court Officer are the following:

1. With an independent Court Officer, there is less anxiety between the child and that person who will ultimately be his/her Supervising Officer. Having the Supervising Officer present the evidence against a child in court, we feel, would result in unnecessary animosity.

2. Formerly, before Judge Mayer reassigned the types of cases heard by each of the Referees and the Judge, there were problems with predicting the times of the particular hearings and having the Probation Officers available when their cases were to be heard. We understand that the new system facilitates a smoother running calendar. We do not, however, feel that having each Probation Officer function as a Court Officer would provide the same efficiency as is presently achieved. We can foresee problems with having Probation Officers waste valuable time in the event that the preceding case were to extend beyond its estimated time or being unavailable when his/her

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

case was called.

3. Court Officers should be trained specifically with regard to Court procedure. Not all Probation Officers presently have the same degree of training and expertise in this area and we feel that their time may be better spent in other types of training programs.

We recommend that, since this one aspect of the organization of Youth Guidance Center was presented to us by so many, a serious study be made of it with a view toward the change suggested.

The Grand Jury would like to commend the efforts and assistance presently being provided by the Volunteer Auxiliary of the Youth Guidance Center. As the first of its kind in the United States, this organization has been operating for twenty-seven years. Through grants, fund raising activities and dues, it is able to provide approximately \$20,000 annually to augment the budget of the YGC. This fund provides the salary of a night coordinator for the cottages, provides recreation and crafts, crisis needs, small salaries for some of the youth who perform gardening duties at Youth Guidance Center and numerous other forms of assistance. Additionally, the auxiliary has been able to obtain volunteers from San Francisco State Psychology Department to work on a one-to-one basis with the status offenders at the cottages. The citizens of San Francisco should be truly grateful that there are people such as these who so willing give to help the youth of the City.

We do not feel that we should let this opportunity pass without commending the dedication of the Juvenile Justice Commissioners. Time and time again, we have been impressed with the scope and direction of their activities. Whenever the need arises for research, long and short term planning or the general administration of Youth Guidance Center and the Ranches, the Juvenile Justice Commission rises to the cause. We laud their conscientious efforts in performance of their duties.

During our year of service on the Civil Grand Jury, we have received and reviewed reports from other jurisdictions nationally on innovative programs which are being implemented. Among the most impressive of those was the report on a New Jersey approach to juvenile delinquency. The New Jersey Juvenile Court ordered fourteen youthful repeat offenders to participate in a program at the State Prison. The children were left alone with the hardened adult offenders and were told about what to expect from the adult prisons. Certain statements were made about the lack of females in prisons and very blunt threats toward the boys, themselves, were made. Stories of violence and intimidation were related. According to the report, of the fourteen boys who participated in the initial program, not one had in the year following,

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

been re-referred to the Juvenile Court for further offenses. We understand that some of the inmates at the San Quentin adult facility, with the approval of the administration, have initiated a similar pilot program for selected youth.

San Francisco has, for many years, been viewed as one of the more progressive cities in the United States. Perhaps by the very nature of the beast, San Francisco can also become a leader in child rehabilitation. Programs such as the one in New Jersey mentioned above, while obviously of minimal cost might serve a very useful purpose. While this is only one of several experimental programs which have been brought to our attention, we feel that it is significant. The administration of the Juvenile Probation Department is undoubtedly aware of many others. The use of volunteers in this regard could be of great assistance. We would strongly urge San Francisco to try to implement some of the more promising new programs in aid of our ongoing fight against the juvenile crime in this City.

ADULT PROBATION DEPARTMENT

The San Francisco Adult Probation Department has a primary responsibility for overseeing the activities of those persons who have been found guilty of committing crimes in this City and who have been referred to the Department by the Municipal or Superior Courts. In addition to this surveillance activity, it is involved in crisis intervention for its charges and their families where the crises might have an effect on the rehabilitation of the probationers. It also oversees the collection of fines imposed by the Courts and any restitution which may have been ordered. In those cases where alcohol or substance abuse counselling is required by the Court, or where the Probation Officer sees the need, the Department works as a resource referral agency. Counselling is provided to those individuals who are receptive to, or in need of, that service. One additional responsibility lies in the preparation of "pre-sentence" reports for the use of the Courts.

Temporary Status Of Probation Officers

Perhaps the most significant factor affecting the activities of the Probation Department has been the lack of a resolution of the temporary employee problem. In May of 1977, of the 40 Probation Officers, 29 were temporary; 16 of the 29 Senior Probation Officers were temporary to that position and 6 of the 9 Supervisors were serving under a temporary status. The threat of loss of employment or demotion was further compounded by the extraordinary number of individuals competing for the available positions: 422 competing for 29 Probation Officer slots; 54 testing for 16 Senior Probation Officer positions and 60 applying for the Supervising Probation Officers' 7 positions. Having vested up to seven years as temporaries awaiting results of Civil Service tests, none of these people have known if they would still have jobs when Civil Service lists were finally posted. It is not surprising that among some, morale was low. Such position insecurity could not have been conducive to active and effective supervision by Supervising Probation Officers who, at any time, might be replaced by their subordinates. Perhaps a brief history of the Civil Service examinations for the various classifications of Probation Officers in both Adult and Juvenile Probation departments is appropriate.

Beginning in 1970, certain jobs became available on a temporary basis only, because of temporary leaves or temporary promotions within the departments. There was a Civil Service list at this time. Under Civil Service rules, if no one on the list wishes to fill a temporary vacancy, the Department itself can fill the position with whomever it chooses. Inadequate attention was given during this time to the hiring of minority personnel which later prompted the filing of affirmative action lawsuits. By September of 1973, the list

ADULT PROBATION DEPARTMENT (continued)

had been exhausted. At that time, announcements were sent out for the positions of Probation Officer, Senior Probation Officers (promotive) and Supervising Probation Officers (promotive). There were protests filed with Civil Service regarding the terms of each of these announcements. The protests and appeals were acted upon by the Civil Service Commission and, by May 1974, necessary announcements were reissued. On July 3, 1974, three Probation Officers, Scarlet Gordon, Santiago Rodriguez and Calvin Booth, filed a class action suit delaying action on all Probation Officer examinations. That litigation continued for one and one-half years and, finally, in January of 1976, the case was settled by Consent Decree. In April of 1976, all examination announcements were reissued. From April until the first of August, protests were received and hearings conducted. Shortly thereafter, in October, 1976, the written examinations were held and protests and counter-protests to these examinations were filed. The Civil Service eliminated a relatively large number of questions from the tests because of their ambiguity and other problems and accepted multiple answers on others. Also during this time, two additional suits were filed - one by the promotive Probation Officers at Juvenile Court and one by the temporary Probation Officers also at Juvenile Court. During the period from January 31 through March 17, 1977, oral examinations were given. On February 1, a suit was filed by the Human Rights Commission contesting the passing point requirements in the promotive examinations. We understand that, in order to facilitate the affirmative action program for the Departments, an adjustment was made. Additional protests were filed by the participants in the oral examinations which were ruled on by Civil Service.

In the latter part of May, 1977, Civil Service was ordered by the Superior Court to advise all Black and Spanish surnamed applicants that they were entitled to retake the oral examinations. This Order was made on the basis of a serious oversight by the Civil Service Commission in its failure to provide the Plaintiffs in the Scarlet Gordon case with lists of oral board examiners as previously ordered by the Court. This defect in the testing procedure has again extended the time which will lapse before permanent staff in this one category can be selected. However, with regard to the other job descriptions, the morass has been brought to an end.

Because of the time involved in the resolution of the temporary employment problem, a majority of San Francisco's Probation Officers had a vested interest in retaining positions they had assumed thereby resulting in the numerous appeals. Another contributing factor was the appointment of temporary employees without adequate regard to affirmative action policies. This situation was necessarily corrected in the Civil Service examinations, however it left a number of well-qualified minority Probation Officers, who had long worked as temporaries, without jobs.

ADULT PROBATION DEPARTMENT (continued)

This long-term battle toward the appointment of permanent Probation Officers for each of Adult and Child Probation Departments suggests to us that some revision in employment practices for the City should be adopted. In this regard, we advance the following:

1. It is imperative that testing for a new eligibility list be conducted before Civil Service lists expire or are depleted.
2. The City's policy of allowing employees to take unnecessary extended sick leave at the end of their City employment tenure requires the hiring of temporary personnel. If positions are required, as in this case, they should not be left vacant. Perhaps the City should look toward the example set by other cities which pay a percentage of the sick leave accrued prior to retirement or, as is done in the private sector, the City should regard sick leave as just that - not as additional vacation leave or a bonus.
3. We would also note that an extraordinary amount of time has been spent by the administrations of Juvenile and Adult Probation as well as by other departments - Civil Service, City Attorney and the Courts - toward a resolution of the problem. This was a further waste of funds and talent.
4. San Francisco's Civil Service must look at the City appeals provisions with a view toward revision more in line with those other cities. San Francisco has among the most liberal of appeals policies and some revision in this regard is necessary.

Clerical Personnel

In the Adult Probation Department, there remains a dearth of supporting clerical personnel. Probation Officers continue to type some of their reports - a very poor use of their time, indeed. The situation has improved somewhat due to an infusion of CETA personnel into the Department. However, clerical assistance continues to be lacking. We would suggest that, based upon the repetition inherent in preparing pre-sentence reports and petitions to the Courts, thought be given to leasing word processing typewriters on an experimental basis. We suggest that use of these systems may result in substantial savings in additional personnel requirements and increased quality in their work product.

In May of 1977 a new position of Senior Stenographer was acquired through the forfeiture of one line Probation Officer position.

ADULT PROBATION DEPARTMENT (continued)

The Senior Steno assigned to this position has responsibility for overseeing the work product and performance of a majority of the clerks and typists in the Department. We feel that this position will be a great asset to the clerical functions of Adult Probation.

Pre-Sentence Reports

One of the responsibilities of the Probation Department is the preparation and submission to the Courts of pre-sentence reports. These reports integrate information regarding the prior offenses of the defendant, his/her legal status (whether currently on probation, parole or under the jurisdiction of another State), family and employment status and other data required by the Courts for use in properly sentencing the defendant. Because of the past poor quality of some of the reports, and varying requirements of each of the judges, the Courts' former lack of reliance upon the reports may have been justified. A number of changes are being made which we believe will encourage the greater use of pre-sentence reports by the Courts.

1. Under new State laws, the pre-sentence report format will require substantiation for every statement. The reports will no longer be based on hearsay (any second-hand information will necessarily be attributed to its source) and more factual reports will be produced.
2. Under the reorganization recently accomplished in the Adult Probation Department, one division has responsibility for compiling the information and preparing all reports. Those Probation Officers who have formerly had difficulties in formulating lucid, accurate reports will work in other divisions where their particular talents may be better utilized.
3. Better systems for accumulating necessary data are being formulated. Among these is a new procedure wherein requests for information and the preparation of basic pre-sentence reports are begun on all defendants upon their placement on the arraignment calendar. This new system provides an additional three to five weeks to accumulate information. Since sentencing will occur in many of those cases in which arraignment takes place, this is an excellent way to improve the quality and validity of the reports.
4. A new short form has been devised for use in the Superior Court where prison sentences will not be considered or ordered because of the nature of the offense or the status of the defendant.

ADULT PROBATION DEPARTMENT (continued)

5. Chief Adult Probation Officer Walter Morse recently served on a committee of the State Chief Adult Probation Officers' organization. A pre-sentence report format was prepared. It has been accepted and recommended by the State Judicial Council. Once Probation Officers have been adequately trained in its use, content validity and efficiency will result.

The Department's Future

Under the able leadership of Walter Morse, the Department has begun its reorganization and refocus on the responsibilities assigned to it. In his relatively short time as Chief Adult Probation Officer, a number of new programs and revisions to old procedures have been adopted. A few of these, we feel, deserve mention.

1. Department reorganization. The major component of the Department's reorganization was the reassignment of caseloads. As mentioned earlier, a separate pre-sentence report division was created. Additionally, cases are now assigned through a geographic district format. Although some problems exist with this type of assignment with regard to those very transient individuals, this program has validity. Community input can be better utilized with a specific view toward problems which are prevalent in each district. Specialized caseloads, according to the needs of the area, become more manageable and individual Probation Officers can become more familiar with the community resources in their particular areas.
2. Training. The 1975-76 Grand Jury recommended that training be instituted. Now that new personnel will be hired and existing personnel reassigned, we feel that training is not only advisable - it is imperative. The Probation Department recently requested 5% in matching funds from the City in order to receive a \$15,000 LEAA training grant. The Board of Supervisors originally refused to grant the \$750 required to obtain the training money but later conceded. This new program will provide training for the new Probation Officers, new techniques and procedural training for journeymen and supervision and management training. Each of these functions is absolutely necessary to the operation of the Department.

ADULT PROBATION DEPARTMENT (continued)

3. Probation Officers in Court Capacities. Probation Officers have traditionally been assigned to each of the Superior and Municipal courtrooms where criminal cases are heard to advise the Probation Department of the judicial orders. This procedure became necessary because of the inaccuracy and sporadic reporting to the Department of orders involving their services. The Probation Department has now removed its Officers from most of the courtrooms and reassigned them to caseloads. It is working with the Courts to improve the quality and accuracy of the reports submitted to the Department by the Court Clerks. We recommend that a simple form be utilized specifying the length of probation, conditions required for the granting of probation, i.e., substance abuse or alcohol counselling, orders of fines, resititution, etc. If it is determined that incorrect or inadequate information is derived by this method, we suggest that Probation Department clerks research Court records or that CMS be used to verify the information. Defendants, themselves, should no longer be responsible for reporting the fact of their ordered probation to the Department, nor should Probation Officers' valuable time be spent in duplicating the efforts of the Courts Clerks.
4. Resource Unit. There has traditionally been a mistrust of the Probation Department by community agencies. The Probation Department has recently assigned two Officers to develop a liaison with agencies which may be of assistance to their charges. The Officers' assignments include the assessment of the strengths and weaknesses of community agencies and the relaying of this information to the Probation Officers. Probation Officers will make use of this information in matching their clients' needs with available services and in making recommendations to the Courts in pre-sentence reports. A resource manual will be prepared with annual reviews and updates incorporated.

The 1976-77 Civil Grand Jury feels that this Department has made great strides in the last year toward resolving a multitude of problems. We trust that, through its continued efforts, the Department will achieve the efficiency required to provide those services required of it.

LAW LIBRARY

The Law Library has been operating in San Francisco since 1870. It has a self-electing, self-perpetuating Board of Trustees, which Board appoints the Librarian. Operating costs are provided for the most part (80%) by a Law Library fee which is added to the Municipal and Superior Court filing fees. The remaining twenty percent is provided from the City General Fund. This twenty percent amounts to \$70,000 to \$80,000 and pays for three salaries with the remaining amount being allocated to the lease of copying equipment. The City also furnishes space at two locations for the Library.

Through the years, the Law Library has been increasingly used by the general public which now makes up approximately fifty percent of its clientele. For both attorneys and non-attorneys, it provides an invaluable source of legal materials including volumes of case law and statutory law as well as copies of all briefs submitted to the Supreme Court. Despite its general population use, there is very little problem with book loss. In fact, less than ten volumes per year require replacement due to their non-return.

Presently, the Law Library is operating efficiently at its present level of funding. If, however, additional funds become necessary, we concur with the Librarian's suggestion that a minimal Law Library fee should be added to the San Francisco Bar Association dues. We feel that this would provide an equitable source of funds since the general public already pays \$6.50 through court filing fees.

Leslie Evans

Aileen McCarty

Carlos Xavier

Suzanne Perry, Chairman

SPECIAL REPORT ON PERSONNEL AND MANAGEMENT

One overriding difficulty which concerned this Grand Jury was the civil service personnel system as presently constituted. While the Jury feels that the Civil Service Commission is doing a creditable job within the confines of the Charter imposed restrictions, we would recommend a thorough study of the Civil Service system as it presently functions in the City and County of San Francisco.

The Civil Service Commission reported receiving few complaints from the City departments and accordingly the Commission feels the City departments are satisfied with the present system. In contrast, City department heads have experienced great difficulty in Civil Service and yet have failed to report those shortcomings to the Commission. That breakdown in communication is striking.

Even more alarming is the breadth of the Civil Service problem. One City department is almost completely staffed with temporary personnel. In the event permanent personnel are ever designated for that department it is apparent that the present supervisor-worker hierarchy may not exist, but rather workers may become supervisors and vice-versa. Thus there is and can be no innovation; the lack of stability is unnerving to the employees.

Another department underwent a wholesale reorganization with a new department head and new or transferred employees. The final result was that not one person in the department had prior experience or training in the proper operation of the department's functions.

Accumulated sick leave remains a major obstacle for effective management. A retiring individual can apparently take sick leave with pay immediately prior to retirement based on a formula which can produce up to 6 months time off. During this period this position is deemed filled until retirement but the desk is empty. In one case an heir was paid for accumulated benefits and the position had to remain vacant for nearly 8 months. Frequently the position itself is eliminated in the next budget thus leaving a department with a heavy lower echelon of clerks and a rapidly diminishing upper end of the pyramid of experienced and presumably higher paid individuals.

Another problem frequently experienced is the 6 month probationary period. This is felt to be much too short for any but the most rudimentary positions. Many City jobs require more than 6 months experience and training just to learn the basics. It is unfair to both the employee and employer to expect an accurate performance evaluation before being fully trained.

SPECIAL REPORT ON PERSONNEL AND MANAGEMENT (continued)

There is no uniform system in the City for department heads to reward outstanding performance, to provide more rapid increases in salary progression or to have any genuine degree of flexibility in hiring, firing or promoting. From a management point of view it is frustrating. From the viewpoint of the typical City employee there is no incentive to perform their tasks in other than a cursory manner. That some City employees do make outstanding contributions to their departments and to the public is a product of their individual nature; it is not something the City fosters.

These same comments apply to the middle management deficit. There is currently no uniform mechanism to routinely measure the performance of the managers. Department heads are chagrined at the experience level of middle management; middle managers honestly evaluate their recent promotion as an overwhelming challenge because of their necessary training; Civil Service stands ready to prepare a training and education program for departments which request such programs; department heads are reluctant to seek Civil Service assistance in establishing such programs. Again, department heads request added flexibility in hiring, firing and promotion of management.

In sum, a thorough study is recommended of the personnel and management systems including the underlying Charter provisions with a view towards simplification, management flexibility and the rewarding of a job well done.

For and on Behalf of the 1976-77 San Francisco County Civil Grand Jury.

ROBERT E. GRAHAM, FOREMAN

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CIVIL
GRAND JURY
REPORTS

[Annual]



CITY AND COUNTY OF
SAN FRANCISCO
CALIFORNIA

FINAL 1977-78 CIVIL GRAND JURY REPORTS

TABLE OF CONTENTS

V	Foreman's Letter to the Presiding Judge
VI	Introduction
102	Adult Probation Department
45	Aging, Commission on the
55	Agriculture and Weights and Measures, Department of
31	Airport
86	Animal Control Center
25	Art Commission
84	Asian Art Museum
100	Assessor
81	California Academy of Sciences
48	Chief Administrative Officer
88	City Attorney
42	City Planning, Department of
1	Civil Service Commission
28	Community College District
17	Controller
51	Coroner
63	County Clerk
90	District Attorney
53	Electricity, Department of
21	Electronic Data Processing

TABLE OF CONTENTS (continued)

32	Emergency Services
83	Fine Arts Museums
33	Fire Department
2	Health Service System
39	Hetch Hetchy Water and Power Department
45	Human Rights Commission
109	Law Library
10	Mayor
12	Mayor's Office of Employment Training
105	Municipal Court
37	Municipal Railway
43	Parking Authority
6	Permit Appeals, Board of
35	Police Department
6	Port Commission
56	Public Administrator - Public Guardian
92	Public Defender
64	Public Health, Department of
7	Public Library
76	Public Works, Department of
78	Purchasing Department
77	Real Estate Department
57	Recorder
42	Recreation and Park Department
58	Registrar of Voters

TABLE OF CONTENTS (continued)

3	Retirement System
93	Sheriff
44	Social Services, Department of
103	Superior Court
80	Supervisors, Board of
59	Tax Collector
101	Treasurer
27	Unified School District
8	War Memorial
38	Water Department
46	Women, Commission on the Status of
107	Youth Guidance Center and Juvenile Court

MEMBERS OF THE 1977-78
CIVIL GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

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Miss Jane F. Reeve

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Ronald P. Rubia

Robert G. Smith

Edward J. Sosa

Miss Margarita V. Tallerico

Mrs. Naomi Hansen, Secretary

Gordon A. Caswell, Foreman

Impaneled, July 27, 1977

Discharged, June 30, 1978

CITY AND COUNTY OF SAN FRANCISCO
GRAND JURY

OFFICE

ROOM 165, CITY HALL

TELEPHONE: 558-5010

Honorable Lawrence S. Mana
Presiding Judge, Superior Court
City and County of San Francisco
Room 435, City Hall
San Francisco, California 94102

Dear Judge Mana:

On behalf of the members of the 1977-78 Civil Grand Jury,
the reports of Grand Jury are enclosed.

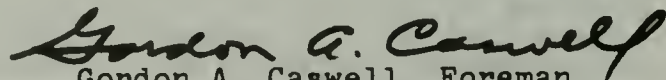
I would like to thank you for your counsel and guidance
throughout the Year, and the assurance that you were available
if needed.

The Jury's particular thanks are due Mr. Michael Tamony,
Grand Jury Consultant, for his constant support and encourage-
ment. We would like to thank also members of his staff for their
willing clerical assistance.

My special commendation and thanks goes to all the members
of the Grand Jury who worked so well and so faithfully during
the past twelve months. Our Jury was a cross section of the
City comprising many ethnic backgrounds and age groups, from
students to retired persons. Most of the Jurors had full time
jobs, and it was not easy for them to put in the countless hours
necessary to perform these investigative duties. I am most grate-
ful to them for their devotion to duty, their cooperative spirit,
and the support given to me.

We have tried to take a positive approach in our reports,
and hope that our findings and recommendations will be of benefit.

Sincerely,



Gordon A. Caswell, Foreman
1977-78 Civil Grand Jury

INTRODUCTION

The investigative phase of the Grand Jury was nearly complete prior to the passage of Proposition 13 on June 6, 1978. Most of our reports were written and many were approved while revisions to the 1978-79 Budget were being made. During that period it was not possible to determine from one day to the next what cuts were coming. We regret that some of the reports will not reflect the latest situation with regard to funding.

During the past year, the Grand Jury met almost weekly to discuss the findings of various sub-committees. On these occasions certain problems that are common to many departments repeatedly came to our attention. We would like to include here our conclusions and recommendations in these matters.

Supervision and Personnel

The largest item in all budgets is for salaries. In Public Works it is 85%, in the Fire Department it is about 97%. Any reduction in the cost of running the City can only be made by reducing salary costs. The Mayor and the Board of Supervisors should show the strongest possible leadership in developing an efficient and productive work force. They should ascertain that every employee is necessary and productive. All employees should have in their possession a description of their job and of the performances required. They should be evaluated on a regular basis and counselled as to their performance.

There is laxity in basic supervision. Members of the Grand Jury were told by the Chief Administrative Officer subsequent to the parking meter scandal that time keeping was known to be lax in many areas, and it was not unusual for employees to leave their jobs early. This situation is intolerable. The least to be expected of a supervisor is that he knows where his employees are. Supervisors at all levels from top to bottom should check to see that their employees work a full day. Graveyard and week-end shifts should not be overlooked. The practice of submitting "anticipated" time rolls should be ended.

Civil Service

The Civil Service Regulations should be reviewed and revised. The problems created by these antiquated rules are well known to all. The Mayor should lean on the Civil Service

INTRODUCTION (continued)

Commission to get prompt action for a complete overhaul.

Although mentioned elsewhere, the City and County is out of line in the number of disability retirements. All possible measures should be taken to reduce this abuse. City officials should encourage the passage of the Lanterman Bill.

Charter Revision

Everyone knows that the City Charter needs revision. It fragments the responsibility and authority of the Mayor and the Board of Supervisors, and grants powers to boards and commissions that are not responsible to the voters. This results in inefficient and expensive government. Responsibilities should be clearly defined, with sufficient authority given to the responsible elected official.

Everywhere the Grand Jury went complaints were heard of the problems caused by the Charter. We recommend that the Mayor and Board of Supervisors actively support the efforts which will soon be started to rewrite the Charter.

Consolidations

Serious consideration should be given to consolidations of departments, thereby increasing efficiency and eliminating duplication of effort. For example, the tax collecting function could be combined with the Treasurer with many obvious advantages. The Grand Jury Report of 1975-76 stated that \$500,000 yearly was lost in interest at tax collection time because it took three weeks to get the tax receipts from the Tax Collector to the Treasurer. Fifty-two counties in California have already combined these functions.

Another example would be placing the County Clerk under the Superior Court for which most of his work is performed. The Court's interest in the efficient operation of the County Clerk's office would be much greater than that of the Director of Finance and Records, and it would have the authority to make changes.

It appears quite feasible to eliminate the job of Director of Finance and Records. With the position vacant, this is a painless time to do it.

The 1975-76 Grand Jury recommended a consolidation of fiscal officers: the Controller, the Budget Analyst to the Mayor and the Budget Director of the Board of Supervisors. We believe the central fiscal office would be most effective

INTRODUCTION (continued)

reporting both to the Board of Supervisors and the Mayor. In the light of the emergency created by Proposition 13, and the unfounded predictions of disaster, we recommend careful consideration of the creation of a Central Fiscal Office.

Implementation of Reports

Each year the City and County spends hundreds of thousands for audits by private experts, surveys by Mr. Harvey Rose, audits by the Controller, and audits by the Civil Grand Jury. In all too many cases, the advice is challenged, refuted or ignored. There is little or no follow-up to insure implementation of that part of the advice that was accepted. The scandal in the Tax Collector's office could have been prevented with better follow-up of an audit report, and there are many other examples. We recommend that procedures be established for better follow-up. A lot of money is being wasted if we buy advice and don't use it.

Budget - Proposition 13

Long before Mayor Moscone declared the emergency, the Grand Jury was concerned about the annual increases in the Budget. As a result of the passage of Proposition 13, next year's Budget has been reduced \$44.5 million, from \$868.9 million to \$824.4 million. This is about \$6 million less than for the current year. During this difficult revision period, considering all the pressures, the Mayor and the Board have worked well together, and did a commendable job.

As mentioned elsewhere in this Report, we would have favored an increase in the MUNI fares to assure that the City will be eligible for State aid. However, if MUNI can qualify without a fare increase, and still give acceptable service, so much the better.

*

With the expectation of less money to work with in the future, the Mayor and the Board will now need to establish priorities and eliminate waste and duplication at all levels. We hope that some of the recommendations contained in the following Report will be helpful.

CIVIL SERVICE COMMISSION

By far the largest single item in the City and County Budget is the cost of salaries. Overall, it is about 70% over \$600,000,000. For such a major expense, the most up to date personnel management methods should be sought out and practiced. According to Mr. John Walsh, General Manager of Personnel, he is trying hard to bring the procedures of the Civil Service Commission into the twentieth century.

The following are some of his goals:

1. Changes in the Charter that will give him flexibility to meet current situations.
2. Updating of Civil Service rules.
3. Extend the probationary period for new employees.
4. Speed up the process of filling vacant positions.
5. Fuller implementation of the performance evaluation system.
6. A reward system for outstanding job performance.
7. Conversion of time roll audit and certification to electronic data processing.
8. A training unit which can provide training to all departments of the City.
9. End the practice of "anticipated" time rolls.
10. Pre-employment physicals for all new employees, including temporary and CETA employees.

Several of these goals are within sight. There is a good chance that several Charter revisions will be on the November ballot. The Health Department is slated to take over pre-employment physicals. A training program across departmental lines is being worked out with the Community College.

The Jury feels that the practice of "anticipated" time rolls should be stopped. Most departments are paid so shortly after their payroll cycle that it is the common practice to anticipate the hours worked in the last few days of the cycle. If an employee does not work as "anticipated", then corrections are sent in to adjust the time roll. This situation could be solved simply by moving pay day back a few days. This one-time inconvenience to the employee is minor as compared to all the problems created, as well as the possibilities of overpayment, under the present system. Certainly no official should be expected to certify that an employee will work at some future date. Particularly in the aftermath of the recent time roll problems in the Tax Collector's office, the need to end this practice should escape no one.

CIVIL SERVICE COMMISSION (continued)

There should be a centrally located personnel file containing all the essential records of an employee. If records are incomplete or missing, it can be very expensive for the City in certain situations of legal action by an employee.

Although this is not directly a responsibility of the Civil Service Commission, it is most important that the number of employees be kept at the lowest possible level. Close supervision and productivity standards are essential in achieving this.

The yearly cost to the City for the Civil Service Commission is now \$2,500,000, with a staff of just under 100 employees. For this expenditure, it is reasonable to expect up to date personnel programs which will result in efficient and productive employees.

Mr. Walsh spoke to the entire Grand Jury, and we were favorably impressed with his plans for improving the System.

HEALTH SERVICE SYSTEM

The Health Service System, under the direction of Mr. Philip J. Kearney, is designed to facilitate the health program of San Francisco city employees.

The staff appeared well coordinated and performed their duties efficiently. Mr. Kearney pointed out that his staff is well integrated racially. The operation of the program places considerable stress on upgrading the system.

There are three major plans under the system. They are:

- Plan 1 - City Administered
- Plan 2 - Kaiser Foundation
- Plan 3 - Children's Hospital

Blue Cross priced itself out of the system and it was replaced by the Children's Hospital Plan.

Mr. Kearney stated that there was need for more space which was quite evident as boxes of records were stacked on top of the file cabinets.

HEALTH SERVICE SYSTEM (continued)

In conclusion, we felt much progress had been made in the past year, but the optimum has not yet been reached.

RETIREMENT SYSTEM

The Retirement System is administered by a Board consisting of seven members: the President of the Board of Supervisors, three City employees, and three members appointed by the Mayor. For the past twenty years, Mr. Dan Mattrocce has served as its General Manager and Secretary.

Although the Fund, which totalled \$785,400,065 at the end of FY 1977, is sound and well managed, the yield has not been outstanding. The yield was 3.2% from stocks which is nearly 25% of the investment portfolio. The yield from bonds was 8.93%. In February 1977, Budget Director Harvey M. Rose made a study of the Retirement System and made several recommendations for increasing the revenue. Some of these have been adopted.

In FY 1977, the Fund income was \$153,000,000, of which \$94,000,000 was contributed by the City, \$22,000,000 was from the employees, and \$37,000,000 was from earnings of the Fund. The amount paid out in retirement benefits was about \$77,000,000.

The retirement payments continue to increase annually and this will be a concern, particularly if there is a sharp increase in the number of employees who take early retirement.

In December 1977, the San Francisco Chamber of Commerce published a twenty month study of the Retirement System. Their report should receive attention from the Mayor, the Civil Service Commission and the Board of Supervisors. Many administrative and clerical errors, oversights and loopholes were noted in that report.

The following are some examples:

1. Proposition L, as passed in November 1976, will not attain the projected \$21,000,000 savings until the year 2000, and none until at least 1986. However, changes could be made which would bring immediate cost savings to the City.
2. By working a great deal of overtime in one year, an employee can greatly increase his retirement pay, which is based on his highest salary for one year. For example,

RETIREMENT SYSTEM (continued)

one MUNI employee with base pay of \$11,585, with overtime made \$23,330 in 1973, or 101% over his base pay. The estimated increased cost to the Fund in lifetime benefit payments is \$70,470.

3. There is a high number of "late career promotions" which result in higher salaries and higher annuities. There were 67 in a group of 564 employees, statistically many more than would happen by chance.
4. A Charter provision calls for paying uniformed employees who are given temporary promotions at the higher wage rate even though they are not qualified or appointed to the position. One policeman was promoted temporarily for two days, resulting in an estimated extra \$3,900 in retirement benefits.
5. Inadequate pre-employment physicals which overlook abnormalities can cost thousands. In the cited report, an example is given that is expected to cost the Retirement Fund in excess of \$150,000.
6. CETA employees and temporary employees are not given pre-employment physicals. In the Street Cleaning Bureau, CETA employees were 12% of the work force, and had 42% of the disabling injuries in FY 1975-76.
7. The Administrative Code permits "presumptions" that certain diseases are job related if the employee has been on the job for five years. These can be very costly "presumptions". An attempt should be made to change this law to require the employee to provide proof of his claim.

There is much more in this Report that will bear careful reading. The Jury is grateful to the Chamber of Commerce for making it available to us.

Another report which we would suggest for review by the Board of Supervisors is the Grand Jury Report of 1975-76 (see page 223), which contains recommendations of a similar nature.

The Workers Compensation Division paid out \$5,968,796 in benefits in 1976, which is 17% more than paid in 1975, and 39% more than in 1974. Obviously, all departments of the City must work to keep these claims as low as possible.

Departments with the highest claims in 1976 were:

Police	\$1,355,446
PUC (MUNI, etc.)	\$1,049,013
Fire Dept.	\$ 862,909
Dept. of Pub. Health	\$ 740,315
School District	\$ 644,631

RETIREMENT SYSTEM (continued)

The Jury concludes that the Retirement System is in sound condition. Its investment income will not improve until the Stock Market improves, and until it can convert to higher paying bonds. The City and County will have to continue to increase their contribution, particularly if the number of retirements increase, and possibly the number of employees decreases. Outlined above are several suggestions that could greatly reduce costly and unnecessary payments out of the Fund.

Steven H. Rosen

Edward J. Sosa

Willie J. Crosby, Chairman

BOARD OF PERMIT APPEALS

The Board of Permit Appeals, Philip Siggins, Executive Director, is an administrative hearing board. Its work brings contact with various city departments, for example, Public Works, Health, City Planning and Fire. It has a staff of three and a 1977-78 budget of \$58,352.

As mentioned in a prior Grand Jury Report, Philip Siggins has taken great pains to assist the appellants in the administrative process dealt with by this Board. Additionally, Mr. Siggins' efforts to streamline the administrative process and consolidate files on San Francisco housing merit commendation.

Considering the large number (approximately 450) of cases the Board hears yearly, the Board should receive one additional employee. Specifically, this should be a clerical employee with court reporting skills to assist the Board during official hearings.

Lastly, the offices of this Board are deplorable. As another Grand Jury recognized, that while staff performance outweighs the condition of facilities, this committee found no improvement in the shabby and poorly kept offices.

PORT OF SAN FRANCISCO

The Port of San Francisco is at a crossroad. Acting Port Director Edward L. David manages an important service agency which provides the entire San Francisco region with a maritime transportation center.

Technological innovations such as containerization, have left the San Francisco Port with a small number of up-to-date piers. At the same time, the Port is developing non-maritime facilities which are economically beneficial to San Francisco.

Newly developed Pier 96 (LASH facilities) provides \$2 million annual revenue, according to Deputy Director Anthony J. Taormina. Pier 94, with one berth and two cranes, together with Pier 96 will be established as the San Francisco Public Container facility. Pier 80 (at Army Street) is the only grain terminal in the Bay region. Together, these up-to-date facilities enhance the future of the Port.

PORT OF SAN FRANCISCO (continued)

The financial situation of the Port is a complex one. A report (for years 1976 and 1977) entitled Examinations of Financial Statements of the Port prepared by Touche Ross and Company shows that current assets have increased compared to liabilities. This is a favorable development and hopefully the trend will continue.

Complicating the financial situation is the matter of Bond debts. Since 1969 the Port assumed the responsibility of retiring the debt on State of California Bonds. Currently, the Bond debt payments are almost half of the Port budget. These future payments hamper the Port staff's current programs and future development.

The Port budget currently includes the fireboat Phoenix. The 70 foot vessel has an assigned crew of 24. During fiscal year 1977-78, the San Francisco Fire Department and the Port have jointly maintained the fireboat. If the Port's share of \$1 million were borne by the Fire Department, that sum of money could be devoted to future development of Port facilities.

The Port management must maintain two sets of personnel records dating from the agency's years as a state agency. Investigation of ways to eliminate this double duty should be made.

Finally, the problem of a permanent port director must be solved. The Port Commission and management should rectify this as soon as possible. Then the Port staff could focus its attention on the development of maritime facilities for the Port.

SAN FRANCISCO PUBLIC LIBRARY

The San Francisco Public Library, including 27 branches, provides services to a cross section of San Franciscans. Headed by City Librarian John Frantz, who has three major subordinates (Chief of Branches, Chief of Technical Services, and the Chief of the Main Library), the system had a 1977-78 budget of \$3.4 million.

This committee found the Library relying heavily on CETA employees, who form 20% of the staff. Additionally, the Civic Center facility is strained; it is overaged, overflowing and inadequate for the level of current operations.

SAN FRANCISCO PUBLIC LIBRARY (continued)

The City Librarian has initiated a master plan with the draft to be completed in mid-1978. Hopefully, this master plan will attack the problems of over-reliance on CETA employees and the antiquated and overburdened facilities.

The staff is instituting an Automated Circulation System (supplied by Computer Library Systems, Inc.) at the Business Branch. The same system is to be installed in the near future at the Main Library. Not only saving time and being more efficient, the new check out system should cut book losses due to theft.

The services of two watchmen at the Main Library are inadequate. The City should examine the idea of outside contracting for guard services.

Within existing financial limits, the Library should expand its foreign language collection catering to the diverse language group of this City.

During the past year the study Library Services in San Francisco was conducted by the Friends of San Francisco Public Library. The report's findings should play a role in future staff planning for future library services in San Francisco.

WAR MEMORIAL

The War Memorial, located in the Civic Center, consists of the Opera House and the Veteran's Building which contains the Museum of Modern Art.

Upon inspection the plant was found well kept. Despite construction and remodeling, performances and programs were presented throughout the year. The major construction project is a 38,000 square foot addition to the Opera House facing Franklin Street. Costing \$5 million, it will enlarge the stage and provide additional office space. The Managing Director, Donald Michalske, informed us that the project is to be completed by mid-1979.

The major remodeling effort is the Herbst Theater to be reopened in mid-1978. Here the staff has taken great care to provide access for wheelchair patrons.

The Performing Arts Center, currently under construction, is the focus of the Managing Director's staff.

WAR MEMORIAL (continued)

Hopefully, the Center's garage will serve as a catalyst for discussion by all departments regarding an overall parking plan in the Civic Center district.

The snack bar, currently a Greyhound concession, is a profit-making enterprise. This venture might serve as an example for other City and County managed enterprises to be contracted to the private sector.

In sum, the War Memorial staff is to be praised for successfully managing both current operations and the construction of the Performing Arts Center.

James K. Broderick

Willie J. Crosby

Steven H. Rosen, Chairman

MAYOR

Mayor Moscone waded through this fiscal year in political waters that tested his effectiveness as Chief Executive of the City. In addition to his continuing efforts in lowering the crime rate, curbing unemployment, promoting economic development, etc., Mayor Moscone was given two major challenges. On January 9, 1978, eleven new supervisors elected by district were sworn into service. This changed the political complexion of the City because the supervisors come from districts of differing and competing interest. The threat of the Jarvis-Gann Initiative and the subsequent passage of Proposition 13 was yet another challenge for the Mayor.

The Mayor and his budget executives have become aware that their skill and knowledge in finance management and accountability is a major concern of the people in the City. In order to manage the distribution of revenue in a more meaningful and rational way than that of the past, a system has been developed and implemented by Mayor Moscone. The system is FIRM (Financial Information and Resource Management), a multi beneficial performance budgeting system, enabling a better understanding of a particular department's fiscal needs. FIRM is covered in detail in the reports on the Controller and EDP.

By request of the Mayor's Office, San Francisco Planning and Urban Renewal (SPUR) was asked to study City department fiscal statements and to offer any suggestions as a result of their findings. SPUR found that accounting for all departments was handled differently, resulting in confusion. The Controller's audits of City functions by his office and by private CPA firms were combined separately in his annual report, and there was no one place where a person could find a total of revenues with a listing of total expenditures. The Mayor's Office with the help of SPUR, the accounting firm of Arthur Young & Co., and investment bankers White, Weld & Co., developed a proposed redesign of the Annual Report. The new report will contain the City's income statement, balance sheet matching assets against liabilities, and a ten year tracking system of various revenue and expenditure items. This annual financial report together with detail information through FIRM should keep the Mayor and his fiscal team aware of the economic condition of the City and eliminate the embarrassment of "not knowing".

During this fiscal year two major issues of concern by Mayor Moscone are underway after being in suspension. The Yerba Buena Project, its completion a definite goal of the Moscone administration, will finally begin construction. The Simmons

MAYOR (continued)

Project received final approval and will also get underway.

A policy position by the Mayor was made this year concerning privacy of an individual. In the form of a veto, the Mayor disallowed the authority to check for criminal records of job applicants in the State Attorney General's files, excepting peace officer jobs. He feels that "once a person has been convicted of a crime and has paid a debt to society, he should be free to apply for a job and to become a useful member of society once again."

Through the Mayor's Office of Employment and Training 6,600 persons were placed in a regular unsubsidized job, contributing to a reduction in unemployment. The Comprehensive Employment and Training Act (CETA) funded program received much criticism as a result of monitoring a report by the Budget Analyst of the Board of Supervisors, Harvey Rose. Oddly enough, his monitoring staff were CETA employees. It is stated as a fact, that retention rates of those in the CETA Program who after training remained on the job, are close to 90%. A separate report on the Mayor's Office of Employment and Training (MOET) follows this report.

In light of the probable passage of the Jarvis-Gann Initiative, Mayor Moscone on March 16, 1978, declared a hiring freeze on filling vacant City positions. We believe he exercised "good judgment" at a crucial time. But we criticize his lack of good judgment during his European jaunt, with the purpose being to promote San Francisco, at a time when wasteful government spending was the issue.

There is no doubt in anybody's mind that the passing of Proposition 13 put our City into a funding crisis. During the budget revision, the Mayor and his finance team worked very well with the Board of Supervisors in order to meet the deadline. The crisis situation proved again that people can work together. It is said that the Mayor shall coordinate and enforce cooperation between all departments of the City and County of San Francisco. We hope that Mayor Moscone will establish a meaningful and productive relationship with the new Board of Supervisors.

Proposition 13 has benefited big business in San Francisco. Their savings in property tax, as reported, runs in the millions. This has opened the door for the Mayor to persuade businesses to establish and expand in the City.

With the expected \$100,000,000 from the state and the "miraculous" discovery of hidden City money, it seems as if the massive budget cuts and personnel layoffs will not occur. It is obvious that the state cannot be expected to help us again with \$100,000,000, nor is it probable that we'll find misplaced millions again next fiscal year. Very serious consideration to

MAYOR (continued)

executive staff cuts must be made. Working under the rules of Jarvis-Gann, Mayor Moscone's job as Chief Executive of the City assumes greater importance than ever.

In conclusion we commend Mayor Moscone in his show of leadership during this crisis year, and we hope that he exercises "good judgment" on the overall needs of the City operating on a constricted budget.

MAYOR'S OFFICE OF EMPLOYMENT TRAINING

The Mayor's Office of Employment and Training administers the CETA program under the direction of Ms. Eunice Elton. Ms. Elton indicated that this Grand Jury was the first to visit her office. Rather than explaining CETA, she provided us with the following program description, after which we conducted our interview:

COMPREHENSIVE EMPLOYMENT
AND TRAINING ACT (CETA)

BACKGROUND INFORMATION

PROGRAM DESCRIPTION

The Comprehensive Employment and Training Act (CETA) was passed by Congress in 1973 and became effective in July, 1974. CETA provides federal money to create training and employment opportunities for unemployed, underemployed and economically disadvantaged people. The Act requires that these programs be planned and managed on a local level by 'Prime Sponsors' designated by the U. S. Department of Labor. The City and County of San Francisco is one of these prime sponsors. In San Francisco, the CETA Program is administered by the Mayor's Office of Employment and Training (MOET).

CETA is aimed at helping different groups with differing employment problems. Titles I and III are the 'employability programs' with emphasis on training people to prepare them to move into jobs not subsidized by CETA monies:

MAYOR'S OFFICE OF EMPLOYMENT TRAINING (continued)

Title I - provides training programs and services for people unemployed, underemployed, economically disadvantaged or who have limited English speaking abilities. Some of the kinds of training currently being offered in San Francisco include: entry level clerical, advanced secretarial, journey-men chefs, home health aides, licensed vocational nurses, draftsmen, psychiatric technicians, welding and others. In addition, Title I also provides for work experience and affirmative action programs. Other programs serve the elderly, the handicapped, and other special groups.

TITLE III - serves special groups such as youths, Native-American Indians, etc. MOET presently conducts these programs under Title III:

Skills Training Improvement Program (STIP) - a new program which began in January and is intended to provide long-term training in highly-skilled professions leading to high-paying jobs. In San Francisco, STIP is providing training for jobs such as medical clerks, paramedics and engineering technicians.

Youth Employment and Training Program (YETP) - another new program as of January, 1978, providing a flexible range of training and employment services to in-school and out-of-school youths ages 16-21.

Youth Community Conservation Improvement Program (YCCIP) - also new as of the first of the year - provides community improvement and conservation work for youths ages 16-19, with the provision that they must return to school (half time work; half time school).

Summer Youth Employment Program - provides summer jobs (and some remedial education and training) for economically disadvantaged youths, ages 14-21.

Titles II and VI are the 'employment programs'; they provide for the creation of subsidized jobs (Public Service Employment) where none previously existed:

Title II - provides funds for employment primarily in government agencies, with preference given to persons from the various training programs, the economically disadvantaged, and veterans. Provides a means of access to jobs to persons who might otherwise not be eligible for them, as well as interim transition between manpower

MAYOR'S OFFICE OF EMPLOYMENT TRAINING (continued)

training programs and employment in private industry.

Title VI - much the same as Title II, except that it is basically aimed at the long-term cyclically employed and the program is intended to create jobs to stimulate the economy. Some of the Title VI funding is for "projects" (lasting only 12 months). Some public service jobs are with government agencies; others are with private non-profit agencies.

Examples of some kinds of Public Service Employment jobs in both titles: various clerical and secretarial positions, various positions in the health fields, accountants, attorneys, security guards, field conservation aides, positions in the performing and graphic arts and many others.

The total budget for this fiscal year was \$54,000,000. CETA is funded through the federal government including two grants, one from the State and another from the Department of Labor. An allocation of \$600,000 from Community Development was also given in order to provide 250 jobs in the private sector with hopes for permanence. In addition, CETA received \$122,910 from the Community Service Program for the recreational activities of 8-13 year olds. This money is used to provide for special events, transportation for the children to such activities and to purchase supplies for recreation.

Since CETA began, and up to February 1978, more than 6,600 persons were placed in regular unsubsidized jobs. Retention rates on these jobs, six months after termination of CETA funding, are close to 90%. Presently, CETA operates through five different locations:

1. Employment and Training
1748 Market Street
2. CETA - Public Service Employment Center
45 Hyde Street
3. CETA - Public Service Employment Center
1182 Market Street
4. Training
1276 Market Street
5. Youth Service Center
762 Fulton Street

MAYOR'S OFFICE OF EMPLOYMENT TRAINING (continued)

There is a possible new location at 1453 Mission Street under consideration by the Board of Supervisors. This would house all five offices in one building. The building would be leased with the lease renewable every 3 or 4 years, and paid for with CETA money.

Administrative staff for CETA numbers 35 persons. The staff is CETA funded, acquired through EDD. It is under contractual services, in essence, state employees working for the City. Because of this situation, this department's administrative accountant may make the same salary as a City accountant but is not entitled to raises or fringe benefits.

The use of CETA employees in public service jobs by government agencies or private non-profit agencies is 35% of the total number of CETA workers. Salaries for these employees have a ceiling of \$10,000 a year, and the balance is picked up by the employer. The skill level of the job determines the length of subsidization, which can be a minimum of 6 months to the maximum of one year. After 12 months the employer cannot use CETA funds.

On February 6, 1978, the Board of Supervisors' Budget Director and Analyst, Harvey M. Rose, released his monitoring report of the CETA Title VI Public Service Employment Projects, operated by private non-profit organizations (subcontractors). The report states that of 202 monitored subcontractors, the program failed to reach those it was intended to reach, including the hard-core unemployed and Vietnam veterans and also failed to keep proper records. The report concluded "the management control exercised by MOET and the private non-profit subcontractors has been insufficient, relative to the amount of funds expended and the number of persons served." (Board of Supervisors Bureau of the Budget, Monitoring Report of the Comprehensive Employment Act (CETA) Title VI). This was followed by a list of recommendations.

In a letter dated March 28, 1978, Ms. Elton wrote a response addressed to Supervisor Quentin L. Kopp, Chairman of the Finance Committee of the Board of Supervisors. In this response were numerous references to errors in the Bureau of the Budget Report, supported by new figures from an EDD study.

The report closes thus:

Concluding Statement

MOET staff has worked very hard in setting up and developing the Special Projects, and management within MOET wants to recognize that to be the case. It has

MAYOR'S OFFICE OF EMPLOYMENT TRAINING (continued)

been a difficult job, and, since issuance of the BOB report, a thankless one. It is, further, management's position that we can learn from the BOB report, and should do so.

We do not feel that the recommendations made by Mr. Rose at this time need be followed implicitly; some problems have been identified and are being resolved, but none that requires punitive action against more than a very small handful of subcontractors. Those few that cannot be brought to reasonable performance will be defunded.

We would like to get on with the job, preferably in conjunction with the work of the BOB monitors; we cannot afford to spend time engaging in hostility and name-calling. And surely the present adversary relationship must be ended, for the benefit of both staffs.

If program changes are to be made, they must start at the policy-setting level; the new Manpower Planning Council will have its opportunity for in-put.

Ms. Elton said that Mr. Rose's initial response to her letter stated that he continued to stand by his original findings and that the information was correct.

On March 30, 1978, Mr. Rose, in a letter addressed to the members of the Board, listed corrections to his CETA Monitoring Report. Mr. Rose stated, however, that the "report's conclusions and recommendations are not affected by these corrections."

Ms. Elton still maintains that the report, despite corrections, is not entirely valid. Therefore, she stands by her concluding statement, as noted above.

Originally, the CETA Monitoring was intended to determine whether MOET had mishandled CETA jobs for political patronage, a violation of the Hatch Act. With this intent, MOET gave Mr. Rose 10 CETA personnel to conduct the monitoring.

MOET, benefitting from the BOB report, now has its own monitoring staff. They use a 5 page checklist, which includes entries such as: separate bank accounts for CETA funds and jobs filled by veterans. In addition to the staff, two accountants are assigned to assist in the monitoring. Quarterly reports are sent to the Department of Labor.

MAYOR'S OFFICE OF EMPLOYMENT TRAINING (continued)

MOET, as of June, 1978, will be using computers in all of its operations on a time-sharing basis. This should enhance its goal for up-to-date records, keeping and retrieval of necessary information for better administration.

It must be noted that MOET is under political pressure not only from the Board but also from the federal level.

Legislation signed by President Carter, funding more CETA jobs for San Francisco, is part of his economic stimulus program.

MOET has been under heavy pressure from the Department of Labor to hire more quickly. For example, between February 2nd and February 28th, 1978, MOET had to meet a quota of 436 persons, an increase of 10%, in order to meet the hiring schedule set forth by the department. This deadline was not met until March 30, 1978.

The result of this push to hire people quickly, within a given time period, is that other work falls by the wayside.

We feel that Ms. Elton is a dedicated, extremely competent administrator who has been the victim of some unwarranted criticism.

Recommendation:

If the desired new location of MOET at 1453 Mission Street is not approved by the Board of Supervisors, MOET should persist in seeking approval.

CONTROLLER

The purpose of the Controller is to financially plan, control and manage the City and County of San Francisco.

The Controller's Office is under the direction of Mr. John C. Farrell, Controller, and his executive assistant Mr. Frank Byrne. Operating on a budget this year of \$19,258,446, this office has a personnel compliment of 129 persons covering seven divisions. A breakdown of divisions and their staff are:

CONTROLLER (continued)

<u>DIVISION</u>	<u>PERMANENT</u>	<u>PART TIME</u>
Accounting & Records	14	2
Budget	9	4
General Office	34	12
Audits	9	0
Grants	6	6
Payroll	25	6
Legal	1	1

The above figures were obtained through the budget division of the Controller on June 16, 1978. Part time employees for the most part are CETA, and a number of the permanent staff are working outside of the office in conjunction with FIRM (Financial Information and Management System).

The General Office Division, under the management of Mr. Tom Nerney, handles disbursements and receipts. Mr. Nerney stated that two years ago this division had a very high turnover rate but in this fiscal year the rate is low. An approximate percentage of turnover is stated to be 20%.

Turnover is generally the result of low salary. In this division, as in many others in the City, salary levels for clerical personnel as compared to equivalent positions in private industry are quite low. The decrease or increase in turnover is also relative to the economy and job availability. A low job availability market seems to be the indicating factor for this department's reduction in turnover because the salary level is still quite low.

The Grants Division, under the management of Mr. Bob Mast, now handles \$600,000,000 in grants procured by the City through various departments. Grants, now a separate division, has enabled the combined Audits Division to eliminate its backlog.

The Audits Division, under the management of Mr. Jim Porter, conducts audits of several City departments as required by the City Charter or by the request of a department. Since the combination of the Utility and General Audits Divisions, this division has caught up with its backlog. This will enable the division to do more work on auditing non-profit corporations, revolving funds and concessions.

CONTROLLER (continued)

Other functions of the Audits Division are: supplying information on impact on the budget of proposed charter amendments, insurance schedules and gathering of information for bond statements.

Relative to bond information and the issuance of an official statement of the City, we asked Mr. Farrell about San Francisco's financial situation in reference to an article published by New West Magazine in its October 24, 1977 issue. The article was entitled, Bond Crisis for San Francisco? Its Foreclosure Than You Think. Mr. Farrell said that many statements in the article were taken out of context and some information used in the article was not current. In conclusion, he said the article was very misleading, i.e., the statement that San Francisco is closer to a financial crisis similar to New York City, is not correct. Mr. Farrell said that San Francisco, unlike New York City, does not borrow funds to finance its current operating expenditures and that San Francisco has a cash reserve of \$32,600,000 for use until the property taxes and other revenues are received. If, for some reason, actual revenues do fall short of estimated revenues, Mr. Farrell reserves expenditures instead of asking the taxpayers for additional sums of money. He pointed out, because of these precautionary measures, the City runs on a balanced budget.

We were given the Official Statement of the City relating to the \$55,000,000 Sewer Revenue Bond. We were also given a municipal bond report by L. F. Rothschild, Unterberg, Towbin which states: "In view of the high quality of San Francisco's City Management, a good official statement and the important participation of the federal government in requiring and helping to finance the project, we suggest a very good bank quality investment rating (A-1 or A+) for the bonds despite this being a construction project." Moody and Poores gave this bond an A rating.

Also in relative importance to bond statement information is the City's implementation of FIRM (Financial Information and Resources Management System). FIRM will greatly enhance the City's accounting systems, budgetary controls and resource allocations. Policies derived and set forth will be more rational. Improving the financial management of the City supports positive attitudes toward those considering investing in our bonds.

At the moment this office and the other City financial departments, in both management and policy making, are going through the first steps of changing over to the FIRM System. The changeover is an overwhelming task requiring re-education and reorganization. As difficult as it may seem, the rewards will be

CONTROLLER (continued)

substantial. As outlined in the Mayor's Office Departmental Instructions of FIRM, the system is intended to:

1. Substantially enhance the City's basic financial accounting capability.
2. Provide a mechanism for results-oriented program/performance budgeting.
3. Improve the budget administration process.
4. Strengthen program management of the departmental level by providing an improved management information capability.
5. Establish a more rational basis for resource allocation and policy development.
6. Facilitate public participation in the resource allocation process.

Starting on July 1, 1978, all departments, with the exception of Recreation and Park, will be preparing their time roll on a modified version of the existing payroll system (CAA). It has been modified to accommodate the FIRM coding structure.

Judy Johnston, Senior Project Manager at EDP, said that the pilot department, Park and Recreation, will begin implementation of the FIRM System with the new MSA (Management System America) payroll package. MSA has also been modified to accommodate the FIRM coding structure, and to pass labor distribution information to FAMIS (Financial Accounting Management Information System). This detail activity reporting will begin on July 7, 1978, for the pilot department. All departments will be on dual implementation of payroll procedure which is unique to the FIRM project.

Through the various steps of the MSA/FIRM, labor distribution files from the modified CAA and MSA Systems will be merged and interfaced. The interface will then be passed to FAMIS both containing detail and summary records.

Eventually all departments using the modified CAA payroll system will convert over to the MSA System. The FIRM System, to be completed and fully operational in 1981, will probably add to EDP user frustrations. We hope that Mr. Farrell will avail himself and his FIRM team in solving any problems that might eventually build up and hold up the much needed system.

The 1975-76 Grand Jury Report on the office of the Controller expressed a need for one Central Fiscal Office, and

CONTROLLER (continued)

not three as now exist. When asked about this situation Mr. Farrell stated that there were still three separate independent financial offices. He said that the Mayor's Budget Analyst and the Budget Analyst to the Board of Supervisors are financial policy makers and that the Controller's office is non-policy making. He expressed a feeling that the existing separation was an important and beneficial one. The Grand Jury's thoughts on this subject are expressed in the Introduction to these Grand Jury Reports.

We wish to commend Mr. Farrell and staff on their well organized, smoothly run operation and their complete cooperation with the committee in our investigation of the department.

ELECTRONIC DATA PROCESSING

The Electronic Data Processing Complex is located in City Hall and is headed by Mr. Henry Nanjo, Managing Director. Administration of EDP is the responsibility of the Controller, under whose office this department functions. Implementation of EDP's projects and functions, however, is the responsibility of the Chief Administrative Officer (CAO).

The priorities of EDP projects, determination as to which projects should be undertaken and which ones should be set aside, are set by the Priority Committee, of which the CAO is chairman. On this committee are computer experts from private business contributing technical knowledge to the City members who are primarily interested in finance and accounting, i.e., Budget Analyst to the Mayor and Budget Analyst to the Board of Supervisors.

The computer system consists mainly of two IBM 158's back to back, handling a total of four million units of information. Due to the limited number of channels into the computer, EDP requested the purchase of an IBM 3033 which would provide more channels and more memory. The EDP Priority Committee turned down the request and instead leased two memory units capable of four million units of information. As a result, storage capacity has increased by four million units but the number of channels remain the same, therefore, the number of transactions that the computer can handle simultaneously remains the same. The cost of leasing the new memory system is \$3,000 per month.

ELECTRONIC DATA PROCESSING (continued)

The computer system services some 47 departments and runs at nearly 100% capacity. Use of the computer has more than doubled since 1973, from some 300 jobs to the present number of 650.

The high priority users of EDP are the Police and Fire Departments. The Police Department's CABLE system is operating 24 hours a day providing access to information at a moment's notice. Following in priorities are departments in Public Finance, followed by Human Resources and finally departments in Physical Development.

The rate of services to the City are as follows:

Teleprocessing	340 Terminals 46,700 Transactions Daily 24 hours a day
Batch	650 jobs daily 24 hours a day
Time Sharing Option	22 users 9 hours a day

In addition to the current rate of service by the computer, a new burden will be placed on the computer's system. This burden is the comprehensive Financial Information and Resources Management (FIRM) system. The first phase will be implementation of the MSA payroll package to tie in with the FIRM project. The Recreation and Park Department will be the first department to change over to the MSA payroll package. This will take place on July 7, 1978, when the basic financial accounting and management information system becomes operational in the Controller's office.

The FIRM system, when fully operational in 1981, will be a valuable tool in the budget process and in program management. Results of departmental activity will be quite detailed, therefore, policy and resource allocation will be handled on a more rational basis rather than political.

The impact of the MSA/FIRM system on EDP will be tremendous. Taking into consideration prior commitments of EDP, an additional upgrading of the system is inevitable.

FUTURE APPLICATION COMMITMENTS

	1978-79	1979-80	1980-81
FIRM (3.5 M Documents)	BASIC	ALL DEPT	PERF BUDGET
MSA (2.5 M Transactions)	BASIC	LABOR DIST	INTEG PERSONNEL

ELECTRONIC DATA PROCESSING (continued)

WASTE WATER MANAGEMENT
(\$2 Billion project)

PCS
COPE
T/S SUPPORT

VOLUME INCR

VOLUME INCR

HOSPITAL
(2 M Documents)

ADMISSIONS

PHARM ORDER
PHARM INV CTL
MED REC ABSTR

APPOINT
SCHD
MED ORDER
ENTRY

TRAFFIC CITATION

RES PKG
ST CLEANING

VOLUME INCR

DIST PROC

FUTURE TELEPROCESSING REQUIREMENTS

	1977-78	1978-79	1979-80	1980-81
DAILY TRANSACTION TOTAL	46,700	68,800	116,700	155,700
PEAK HR. TRANSACTION TOTAL	5,600	8,250	14,004	18,680

The increase of on-line or teleprocessing means a reduction of "key stroking" as a separate operation for data entry. Problems occurring in this change to teleprocessing are: an increase in demand of immediate response and a higher level of up-time.

The consequences of the future additional traffic could be an overload in the system, incurring a delay of services and disruption of departmental operations within the City.

The problem that confronts EDP service capabilities are currently under study by the Priority Committee. One proposal by the Municipal Court is to install mini-computers and institute a decentralized method of handling traffic fine information.

The use of mini-computers, according to Mr. Nanjo, is perfectly fine if the 'mini' meets the EDP requirements and standards. If consultation with EDP prior to purchasing a 'mini' does not occur, the action might prove wasteful. This is not unusual considering the expertise of computer sales representatives in selling their product.

The procedure used to determine the need to purchase a 'mini' is:

1. Requirement analysis by EDP staff (Extensive)
2. Systems Design (cost analysis)

ELECTRONIC DATA PROCESSING (continued)

3. Approval by EDP Priority Committee and budget process

4. Programming

If a requirement analysis is not made by EDP, the move could be a waste of money, as noted in the report of Laguna Honda Hospital.

Mr. Nanjo purposely keeps the record systems separate for reasons of privacy. He is very strong in his conviction and arguments for keeping personal information in tight security. For one department to request personal information belonging to another department, is a definite "no-no".

During our first visit to EDP Mr. Nanjo demonstrated the security of personal information function, private information of one department requested by another. Mr. Nanjo asked the computer for any outstanding warrants attached to one of the members of this Grand Jury. The computer answered to the effect that, he was not authorized to receive information requested. Mr. Nanjo stated that the following morning he would be asked why he had requested such information.

Until policy is legally established determining the release of information, Mr. Nanjo will stand by his privacy contention, with which we concur. Assistant Director Tom Gerughty has been given the responsibility of reviewing all pending legislation in this area. On the local level, he and City executives along with legislative officers have been formulating definite policy.

EDP has been operating on a flat budget for three years of \$8.3 million. In Fiscal Year 1978-79 it will again operate on the same amount of money.

We have found Mr. Nanjo to be very competent and knowledgeable in his job as Managing Director of EDP. He is a valuable source of information to departments in the City who are considering use of EDP systems.

In conclusion, we hope that any presentation of Mr. Nanjo's ideas pertaining to EDP, are taken seriously, i.e., Recommendation to Increase Central Site Computer Capacity, December 1977. We also hope, that with the growing computer demands, EDP's budget will increase in order to meet the future scope of services.

For a more detailed report on EDP, refer to the Evaluation Report on EDP conducted by Arthur Aschauer and Co., Inc., November 19, 1977.

ART COMMISSION

The Art Commission is under the direction of Mr. Martin Snipper with Joan Ellison as Assistant Director and Secretary. All other staff are CETA employees. They number 130.

The main responsibilities of the Art Commission are to bring the arts to the public through the annual arts festivals, the pops concerts, and the promotion of artistic expression through the Neighborhood Arts Programs and Community Cultural Centers.

Other responsibilities include reviewing and approving (or disapproving) designs of new buildings, the licensing of street merchants, and the care and maintenance of public works of art.

An ordinance allowing up to 2% of construction costs on new capital projects of the City and County for artistic embellishment, provided a mechanism for the purchase of art at the San Francisco General Hospital and will provide in excess of \$1.7 million for the purchase of art in the expansion of San Francisco International Airport.

The Community Cultural Centers of the Neighborhood Arts Programs were created to reach out into the City's communities and organize all those interested in displaying their art, as well as those concerned with play production. The Neighborhood Arts Program is the first and most effective program of its type in the nation.

There are six Community Cultural Centers, four of which are City owned. Those are:

1. Western Addition
2. South of Market Street
3. Mission
4. South City Opera House

The remaining two cultural centers are under lease. These are:

1. Chinatown Cultural Center
2. The Intersection in North Beach

The cost of running these cultural centers is \$500-\$600 per month.

ART COMMISSION (continued)

The grant of \$500,000 a year from Federal Revenue Sharing will come to an end on June 30, 1978. With this loss and the vulnerability of the Community Cultural Centers to budget cuts and the current rate of inflation, we share the concern of Mr. Snipper regarding the future of the centers.

In the area of reviewing architectural design of public buildings, the concern of the Art Commission is blending of design with the surrounding area. Upon receiving notification of a developer's plan to construct a public building, the Art Commission sends a three-step procedure form that must be completed in order to receive final approval. These steps are:

1. A schematic drawing of the building
2. Development plans (layout, primary working drawings)
3. Final working drawings

If any of the three steps are not done, the architectural design proves not to be in compliance with the commission and construction plans are halted. A problem which may arise and is not covered by the three-step procedure is the possibility of an unauthorized design change after final approval.

A problem has emerged in the licensing of street merchants. The license indicates the category of art to be sold but there is no follow-up to be sure this is adhered to.

In summary, we hereby recommend:

1. A fourth rule be added to the three-step procedure, i.e., no changes in design will be permitted after final approval by the Art Commission. If the rule is violated we recommend that a penalty be imposed.
2. One permanent full-time employee to handle licensing of street merchants.

Joseph McKinley, Jr.

Lucinda Romaneck

Ronald Rubia, Chairman

SAN FRANCISCO UNIFIED SCHOOL DISTRICT

In March, 1976, after extensive community participation, the Board of Education adopted a plan for improving the San Francisco Public Schools.

School Superintendent, Dr. Robert Alioto, this year, proposed an Educational Redesign for the City's public education system and it is scheduled to be implemented this September.

The Educational Redesign is:

Elementary Schools: K-5 grades

Middle Schools: 6-8 grades

High Schools: 9-12 grades

The initial implementation of many of the recommendations contained in the Redesign has resulted in some dramatic progress in the area of reading achievement at the primary level.

The public schools have had a decrease of approximately 30,000 students in the past decade. Projections indicate this decline will continue. The present school population is 66,000.

The Redesign calls for the closing of certain schools and the merging of others with students being reassigned to other buildings. Some of these buildings will be used for other educational purposes, i.e., magnet centers and alternative schools.

One such program utilizes Galileo High School for the enrollment of 350 students and will use an extended day. The school will be in the new commerce center and major industry in San Francisco will be involved in its development.

As a result of this Redesign 11,000 students and hundreds of staff will be reassigned. Busing will be reduced by approximately 50%.

The Redesign represents an effort to provide the City's students with an education that will prepare them for higher education and future employment. It will mean a return to a strong emphasis on the basic skills of reading, writing and mathematics; it will signify the end of social promotions and meaningless diplomas.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT (continued)

This plan will save the district, in a five year projection, \$7.6 million: in buildings closed (\$5.6 million), reduced busing (\$1.6 million) and rental costs (\$.4 million). Coupled with this is the income that will be received from building leases and rental (\$3.5 million). The cost of implementation will be \$2.7 million and the net savings will be \$8.4 million.

Dr. Alioto stated that every effort will be made to have a smooth transition into the Redesign especially in the area of the relocation of students and teachers, curriculum changes and the prompt delivery of textbooks.

On the subject of violence, there have been two students slain this year and assaults on teachers have increased. Each of the seven high schools has an assigned City policeman. This has reduced these acts of violence.

The schools' vandalism repair bill last year was \$1.4 million - \$1.2 million of it due to arson. Broken windows cost \$200,000.

The budget for 1977-78 was \$194 million. In 1977-78, there were 22 fewer administrators (-8%) and 157 less teachers (-4%) with an enrollment decrease of 2,700 (-4%).

Dr. Alioto has had a difficult and controversial year; there has been and will be a certain amount of problems in the implementation of the Educational Redesign with some of the students and staff. We feel that in the long run it will greatly improve the quality of education for the majority of the students of San Francisco. Dr. Alioto has received excellent support from the Board of Education and he has shown remarkable skill under difficult circumstances in implementing the change and he deserves assistance in his endeavors.

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

The San Francisco Community College District provides for the continuing education of all adults, 18 years and older. There are two separate systems to facilitate their educational goals: City College and the Community College Centers.

City College, under the presidency of Dr. Kenneth S. Washington, offers the first two years of college work, tuition

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT (continued)

free, to students who wish to continue with a four year college education. Over 25,000 students attend City College both day and night. It also offers 45 courses in occupational education, most of which lead to an Associate degree and job opportunities at the end of two years. Forty percent of the students are in vocational classes. Thirty-three percent of the students are in night school, which now provides a counselor and a nurse. The majority of the students come to school during the hours of 9 A.M. to 1 P.M. To better utilize the classrooms, the school offers a matinee course for people over 50 years of age (not especially senior citizens) who would come to class at 2 P.M., 3 P.M., or 4 P.M. At present, there are 200 students.

There is also a weekend college where a student can earn one unit by taking three hours of instruction on a Friday evening and three hours on the following Saturday morning for three weekends.

We were impressed with two particular services, among others, offered: The Enabler Program and The Extended Opportunity Program. The Enabler Program extends free services to students with physical limitations, some of which are 1) general medical conditions, such as post-surgery, asthma, heart condition, cancer and diabetics; 2) sensory impairments, such as blindness and deafness; 3) mobility impairments, such as post-polio, paralysis, cerebral palsy, amputation, neurological damage; and 4) emergency and temporary physical conditions. Services to these people include: registration priority tickets (early enrollment), elevator keys, lockers, shuttle vans (pick up and delivery anywhere on campus, or to MUNI and BART stops, and in emergencies, home pick ups), medical parking permits (closer to classrooms), notetakers (for those with partial use of their upper limbs) advocacy (for students who suspect discrimination on a basis of being handicapped), resource library (magazines dealing with issues affecting the handicapped which are available on loan), referral (to other services on and off campus) and wheelchair accessibility.

The Extended Opportunity Program is a State funded program geared mainly toward low-income or minority students, unemployed or unemployable. Usually, Vietnam veterans and those excluded from college are involved. Those whose adjusted income is \$7,500 or less for a family of four qualify and are provided concentrated counseling, peer advising and tutoring.

The most popular programs and, therefore impacted, are the Airplane Mechanics, Hotel and Restaurant and Nursing courses.

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT (continued)

There is a need for space which will be alleviated by the new downtown eight-storied campus at 4th and Mission Streets and the rental of space in the old Sears building at Army and Mission Streets. However, the library at City College was built to accomodate 3,000 day students. There are now 16,000.

The Community College Centers, under Dr. Calvin Dellefield, offer over 200 courses to 55,000 adults through their seven centers. There are a variety of classes available. Teaching English as a second language (ESL) is an important facet of the centers. Special classes are offered for the handicapped, senior citizens and persons seeking an elementary or high school diploma.

The San Francisco Community College District should be proud of its operations. Mr. Herbert Sussman, Chancellor, and the Board of Directors, with Peter Finnegan as Chairman, have consistently done an outstanding job with adult education in San Francisco.

Helen I. Abbett

Michael J. O'Brien, Chairman

AIRPORT

Ranking sixth in the world for passengers and fourth for freight, the San Francisco International Airport is big business. The estimated passenger traffic for this year is 20,300,000, with an increase to 31,000,000 by the year 1990. The San Francisco--Los Angeles flight is number one in the world in inter-city volume. Over twenty airlines use the Airport, and average 950 flights daily.

Needless to say, this operation has a beneficial effect on the economy of San Francisco and the Bay Area. About 30,000 people are employed by the airlines, including 11,000 at the United Air Lines maintenance shop. There are nearly 600 employed by the City at the Airport. The total economic impact is estimated at nearly 2 1/2 billion dollars a year.

The new North Terminal and Parking Garage is scheduled for completion this autumn, with Phase 2 programmed for completion in 1982. Phase 2 consists of the industrial waste disposal plant, boarding piers, revamping older buildings, and the people mover system. This will be financed by the \$90 million bond issue which was approved in the November 1977 election (Proposition C).

By Charter provision, the Airport is run on a break-even basis, the using airlines being charged only enough to offset operating costs after all non-airline revenues, such as concessions, have been estimated. Because of this, the fees have been among the lowest in the nation. Even with increased fees which will be necessary to repay the new bond issue, the rates will compare favorably with those of other major airports.

During the past six years, the Airport has repaid to the General Fund \$18,000,000 of the \$24,388,104 which was the original cost of the Airport.

Excellent leadership is provided by the Director of Airports, Richard R. Heath, and his immediate staff. The orientation which the Jury received was well organized and complete. With the completion of the new North Terminal and Phase 2, San Francisco should take pride in its Airport, and the manner in which it is operated.

EMERGENCY SERVICES

The Emergency Services is the agency responsible for developing the emergency preparedness plan which would be used in the event of a wide range of possible disasters. It coordinates this plan with other County, State and Federal agencies. It also instructs officials who would participate in the plan, and the general public.

The emergency plans are in a continual process of review, and have been fully approved by State and Federal governments. The operating cost for this fiscal year is estimated at \$255,672, of which \$121,000 is provided by State and Federal sources.

The Director, Mr. Edward Joyce, is highly qualified by background, experience, and personality to provide good leadership to these important Services.

For many years, the Emergency Services has recommended the construction of an underground Emergency Coordination Center, atop Twin Peaks, to provide for an ultimate disaster. This location is selected because it would provide, among other reasons, optimum radio communication. This construction would cost over \$3,000,000, plus a \$50,000 preliminary study, plus an unestimated annual operating cost.

The Emergency Services presently has excellent office and garage space at 6221 Geary Boulevard at an annual rental of about \$17,000. The Emergency Services is scheduled to move its offices to 814 Mission Street at the end of June.

This jury was favorably impressed with the operation of the Emergency Services, and its present location. It would, therefore, assign only a low priority to the proposed construction at Twin Peaks, in view of the many existing alternative sites, and the fact that adequate emergency communication is already available by augmentation from the many radio systems in the City.

FIRE DEPARTMENT

Chief Andrew C. Casper and his staff are providing good leadership to this important Department. Through emphasis on Fire Service Education in the schools, and a Home Fire Safety Survey to increase public awareness in fire prevention, there has been a significant decrease in fires. The latest Annual Report of the Fire Department lists the following encouraging statistics for 1976-77:

Total Fires	down	14.8%
False Alarms	"	24.1%
Civilian Fire Deaths	"	14.6%
Firefighter Injuries	"	25.0%
Lost Work Days, Injuries	"	27.0%
Vehicle Accidents	"	28.5%

Assistant Chief John Sherratt, who heads the Public Education Program, reports that total fires are down another 10% this fiscal year, and the Department has a goal of reducing the total number of fires 50% in 5 years.

Arson is a crime which calls for action by the Mayor and Board of Supervisors. Although legally a felony (classified as part 2, and not reported in the Uniform Crime Statistics), it too often becomes homicide if lives are lost in the fire. Last year, San Francisco had 545 arson fires, an increase of 800% in the last 15 years. Our arrest rate is 6%, our conviction rate, 3%. Sentences are often as little as 2 years. Many convicted arsonists serve only 5 months, some receive suspended sentences. We urge the Mayor and the Supervisors to allocate more manpower and equipment to combat the increase in arson fires, and to seek state and federal legislation to increase the penalty for arson.

Firemen may retire at age 50 with 25 years of service. For each dollar paid in salary, the City also contributes \$.71 toward their retirement. Retirements usually average about 2 per week, but there have been 50 in May and June due mainly to Proposition 13. About 33% go out on disability retirement. Chief Casper hopes to reduce this high rate with a physical fitness program, which should maintain the men in better physical shape.

As this report is written, the effect of Proposition 13 on the Fire Department's budget is unknown. The budget for 1978-79 is \$70,477,830, including \$6,000,000 for anticipated salary increases. The employment level is 1,686. The Mayor and Supervisors are reluctant to make any cut; however, this Grand

FIRE DEPARTMENT (continued)

Jury believes some cut should be made, perhaps 10%. It is reasonable to expect some savings are possible in a budget of this size, and a work force of this number. With a 10% cut, our Fire Department would still have a much larger budget than most cities of similar size in the United States.

With good reason, San Franciscans have long been proud of their Fire Department. It has been traditional for the firemen to respond promptly and bravely to fires and other emergencies often far outside their range of duty. This Jury has seen many letters of gratitude indicating aid and comfort generously given in time of need. We have every reason to expect that this tradition of excellence will continue despite the possibility of a reduced budget.

Howard Ross

Ronald Rubia

Gordon A. Caswell, Chairman

POLICE DEPARTMENT

The Police Department, under the leadership of Chief Charles Gain, has been in the news many times this year. Lawsuits filed by the police unions (Officers For Justice and Police Officers Association) are coming to a climax. The Decoy Program instituted this past year, has received a great deal of praise and criticism by the public, as has the Golden Dragon incident.

The rate of serious crime, with the exception of rape and robbery (up 29% and 3% respectively), has decreased in the past year. We feel that this is in part due to the use of the decoy system. At the outset of our investigation we did view the program with some skepticism. The biggest criticism of the system is entrapment. However, after being presented with the fact that 91% of the arrests were re-arrests, and a full explanation of the system, it is our opinion that entrapment is not a valid issue.

It has been said by some officers that middle and upper level management personnel have been very lax (a newspaper article referred to it as Endemic Racism) in their responsibility to encourage officers to be fair and discourage cultural harassment of citizens.

Charges of blatant racism in the department, among the ranks, have also been made. There are many incidents to back up these charges. Suits have been filed in the past charging promotional discrimination, failure to recruit minorities, and denial of equal opportunities. There also has been cruel personal harassment of some minority officers. We are not accusing the entire department of racist activity, but we do feel that a more thorough investigation should be undertaken by Internal Affairs to apprehend the perpetrators of the actions.

Perhaps the low number of minority sergeants is partially responsible for the racial friction in the department. Out of 166 permanent sergeant positions, 158 are filled by White officers, 5 by Spanish-surnamed officers, and 3 by Black officers.

There have also been complaints from the Chinese American community about representation. The Chinese For Affirmative Action (CAA) filed complaints last Fall when, after the Golden Dragon incident, police officials accused the Chinese community of not giving assistance in their investigation. The CAA claimed that part of the problem was

POLICE DEPARTMENT (continued)

due to the fact that of more than 1600 officers on the force only 14 or 3/4 of 1% were Chinese.

The complaint spurred an investigation by the Law Enforcement Assistance Administration, which subsequently made an agreement with the San Francisco Police Department, to provide more adequate protection in the Chinese-American community. Since that time the number of Chinese-American officers has risen to 23.

The Crime Lab, criticized in recent reports, has improved its space problem somewhat by storing some evidence in another location. The Lab also acquired an office on a separate floor and in January three persons were assigned to full time fingerprinting analysis. This has doubled the normal output of information.

The physical space limitations of the Lab are still serious. We foresee the problem becoming acute with the addition of 20 personnel as Field Evidence Technicians in the near future.

The emergency 911 phone number is yet to get off the ground. The law says that it does not have to be put into effect until there are sufficient funds. At this time a 1/2% tax on telephone bills is the only revenue for the project.

We would, in closing, like to commend the Police Department for solving the Golden Dragon massacre and their overall fine protection of the City. We would like to indicate that it is our belief that only a small minority of officers are responsible for the harassment of certain groups and also the poor leadership referred to above. It is with this thought in mind that we express appreciation to the many officers who go forth to protect us each day, leaving their individual prejudices and egos at home.

Thomas J. Cook

Jane F. Reeve

Joseph McKinley, Chairman

MUNICIPAL RAILWAY

The Municipal Railway, which has been plagued with numerous problems over the years, appears to have made considerable progress toward improving the transit system. The first complete survey of the MUNI system was released in 1977, reflecting major changes in all aspects of its operations. The POM (Planning Operations and Marketing study, conducted by Wilbur Smith and Associates) had been going on since late 1974 and is currently under review by the City Public Utilities Commission. Also established was the creation of a permanent Planning Division within the MUNI and the completion of the MUNI 5-year plan for transit development.

Fundamental to the POM study is a complete restructuring of the present transit lines away from the "radial-downtown" existing format to a "grid-city wide" operation. This would facilitate the possibility of one-transfer riding between points in the City. Although the plan recommends a cut of 32 mid-day routes, it has projected an increase of 53,000 daily passengers at increased revenues of \$2 million. The transit line proposals by the POM study concur with the MUNI's Planning Department's objective to increase service on trips within the City where the destination is not downtown. Although the major part of the transit market is for downtown commuting, there is a large portion of trips within the City which would benefit the citizens and provide additional revenues. The total cost of the capital improvements recommended is \$237.7 million, of which \$8.64 million would come from the City's General Fund, with the remaining costs borne by state and federal agencies. Of the total amount of these capital improvement recommendations, \$158.3 million represents work already taking place.

MUNI has been active in presenting public meetings to neighborhood and special interest groups on the proposed schedule changes. Although the Grand Jury backs this action, it also presents what has been an ongoing problem to MUNI with respect to scheduling changes. Public hearings, a vote of the PUC, and concurrence of the Board of Supervisors is needed for every schedule change. We support MUNI in changing this requirement especially in view of the route changes as proposed in the POM study.

The question of another fare hike has been the subject of much discussion with numerous solutions having been presented. The POM study noted that MUNI operating costs were 68% higher for fiscal year 1975-76 than for fiscal year 1969-70. During the same period, passenger revenues decreased 3%, producing a 163% increase in non-fare box subsidies. The operating cost increases were not caused by increases in service but rather from salary

MUNICIPAL RAILWAY (Continued)

increases, and the higher costs of fuel, parts, etc. The Metropolitan Transportation Commission (MTC) is expected to contribute \$7 million to MUNI in the coming year. Under MTC policy, however, MUNI must meet 33% of its costs through fare-box revenues or not qualify for the funding. Presently, MUNI fare-box revenues account for only 27% of its costs.

With the passage of Proposition 13, the ad valorem funding to MUNI will be reduced by 20% to 40%. This will make a fare increase imperative.

One of the problems facing MUNI has been the security of passengers and operators on the vehicles. Recently the PUC approved \$1.7 million to equip the City's buses with ultra-high frequency radios and silent alarms to instantly notify MUNI Central Control when a driver is in trouble. All 345 Flyer electric trolley coaches and the 100 A.M. General diesel coaches will be equipped with radios. The system (including the construction of transmitter stations) is expected to take one year to install. The past Grand Jury had reported that such a system in use in three major cities had reduced transit related crime by 85% to 95%. The installation of the equipment should also improve poor driver morale and attitude.

We found the General Manager, Mr. Curtis E. Green, Sr., and his staff optimistic about the task of correcting the problems of the MUNI. With the support of the Mayor and the Board of Supervisors, the MUNI can strive to achieve the planned goals and improvements necessary. With the loss of a large portion of ad valorem revenues, MUNI will be facing financial difficulties during the next year.

WATER DEPARTMENT

The Water Department received much publicity during the year following the release of the Bureau of the Budget's critical review of its operation. The department has rebutted at some length the audit's statements and recommendations and it is clear that in some cases the auditors did not have full understanding of the issues and in other cases overstated potential savings or increased revenues. This is not to say, however, that the audit did not disclose several important areas that the Water Department could improve upon.

WATER DEPARTMENT (Continued)

One of the areas under current examination by the department and the Public Utilities Commission (PUC) is its land management operations. While much of the leasable land owned by the department is restricted by federal easement to development, a more uniform program of review of existing leases is needed to insure maximum dollar return. Specific reference to the Peninsula Division's property on El Camino Real in Millbrae was highlighted as an example by the auditors of a situation where the land was not being managed to full potential.

The department has been considering bank processing of the water bills for several years. Under the best proposal received, the department has determined a total net cost benefit of approximately \$58,000. While this figure may be considerably under the auditor's disclosure of lost revenue and savings, implementation of such a system should be pursued as quickly as possible.

During the year, the Water Department received approval from the PUC for a flat water rate of 37 cents per water unit of 100 cubic feet. This reverses prior policy of allowing large consumers to pay less than smaller consumers. Bills for hotels and apartment complexes are likely to rise 30% to 40%. The flat rate will mean a smaller water bill for about 95% of San Francisco residents. The flat rate does not affect suburban customers in San Mateo, Santa Clara, and Alameda Counties who have received a court injunction preventing the department from charging the higher rates.

One of the areas of continual concern has been the replacement of water mains. While the Distribution Division has just about completed work on its program of reconstruction and replacement of service connections from the mains to and including the meters, the 1200 miles of mains are still not being replaced at a reasonable rate. Many of the mains are over 100 years old. While we recognize the fiscal restraints being placed on the City, this type of "deferred maintenance" can only lead to false economy when the frequency of main breaks increases.

HETCH HETCHY WATER AND POWER DEPARTMENT

The Hetch Hetchy Water and Power Department operates the three main water storage reservoirs and three hydroelectric generating stations on the Tuolumne River basin on the western

HETCH HETCHY WATER AND POWER DEPARTMENT (continued)

slope of the Sierra. The department is responsible for the operation and maintenance of the 116 miles of water tunnels and pipelines carrying the water to the Crystal Springs Reservoir (under the Water Department) in the Coast Range in San Mateo County.

Hetch Hetchy, through the Transit Power Division, is responsible for the Overhead Lines and Motive Power sections of the Municipal Railway. Included in Hetch Hetchy is the Bureau of Light, Heat and Power which administers contracts for furnishing electric, gas and steam services to municipal departments. The Bureau also administers contracts for furnishing street lighting services and for operation and maintenance of City-owned street lighting. The Bureau is financed by payments from municipal departments and from gas tax funds.

Hetch Hetchy water and power revenues have not only been sufficient to cover the department's operating costs, capital improvements and bond interest and redemption, including those of the Transit Power Division, but have also contributed significantly to the support of other City departments and the General Fund.

The figures representing the contribution to the City welfare for the prior three years are as follows:

	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>
Support to MUNI	\$3,063,125	\$4,147,083	\$3,688,878
Discounted Power	3,300,000	3,200,000	4,000,000
Interest on Utility Funds	1,516,562	716,849	494,764
Surplus transferred to General Fund	1,000,000	5,150,000	2,500,000

The Hetch Hetchy Water and Power Department is currently involved in litigation with both the San Francisco Airport and the Turlock - Modesto Irrigation Districts concerning its power sales.

As a result of a recent court decision, Public Utilities Commission charges to the Airport for power will be established at June 1975 levels on a temporary basis pending appeal. This decision has had serious effects on the capital improvement requests in the department's 1978-79 budget and in expected revenues to be transferred to the General Fund.

The dispute with the Turlock-Modesto Irrigation Districts resulted when the City, in an effort to increase revenue

HETCH HETCHY WATER AND POWER DEPARTMENT (continued)

from power sales, tried to exercise its contract option to withdraw Hetch Hetchy power to the Districts and replaced it with purchased PG&E power (at the higher PG&E rates). By doing this, Hetch Hetchy power could then be resold at the higher PG&E rates to assigned customers bringing in significant additional revenues. The Irrigation Districts, however, filed suit in Federal District Court in Sacramento and received an injunction stopping San Francisco from selling power at rates other than those approved by the Secretary of the Interior. The Secretary of the Interior has contended that Hetch Hetchy power is intended by the Raker Act to be sold at cost plus a small rate of return, not at the prevailing market, or in this case, PG&E rates.

The City Attorney's office has informed us that the Airport and the Irrigation District's appeals have been combined into a single action. We recommend that all possible concentration and efforts of that office be directed toward a favorable decision since significant revenues stand to be gained or lost.

Lucinda M. Romanek

James K. Broderick, Chairman

DEPARTMENT OF CITY PLANNING

The Department of City Planning under the direction of Mr. Rai Okamoto has run smoothly and efficiently during the 1977-78 fiscal year. The department seemed to be adequately staffed. No mention was made of any severe staff shortages; there was no apparent wide scale morale problem; nor were there any glaring problems that require immediate attention.

RECREATION AND PARK DEPARTMENT

The Recreation and Park Department provides a great diversity of recreational facilities available to people living and visiting in San Francisco. This department provides a wide range of services. The Recreation and Park Department is responsible for fulfilling the many policies presented in The Plan for Recreation and Open Space. This department not only has to maintain the existing park and recreation areas under its jurisdiction, it must also make plans to acquire parks for areas that may be lacking the necessary open space required by the master plan. One example of the enactment of this policy has been the acquisition of several hilltops in the City to preserve the feeling of open space and the geographical contour of the City. Other examples of good planning are the new parks in the Hunters Point area, the award winning renovation of the Children's Park located in Golden Gate Park, the miniparks that have added much needed open space in many of the City's most congested areas, and the several large natural style exhibit areas that are under construction at the San Francisco Zoo.

At the present time a new master plan for the future uses of Golden Gate Park is near completion. Public input was invited for this project through a series of public hearings. The new plan will reflect the residents' ideas for use of Golden Gate Park.

In order to combat the problem of deferred maintenance, the Recreation and Park Department has put most of its 180 CETA and 60 Title II employees to work in the areas that suffered from lack of maintenance. This is helping to restore many of the rundown areas in the various parks. The Recreation and Park Department should continue to combat this deferred maintenance.

In spite of the many achievements of the Recreation

RECREATION AND PARK DEPARTMENT (continued)

and Park Department, there are still a few areas that need critical attention. Top priority should be given to plans to establish a park in the highly populated Chinatown area. The inner Mission district also lacks adequate recreational areas and facilities. The field at Candlestick Park has to be replaced as soon as possible.

At the present time no one is quite sure what effects the passage of Proposition 13 may have on the Recreation and Park Department. We were informed by the Assistant Director, Mr. Mallory, that the department is determined to give the best service possible despite potential cuts by maximizing the internal cuts rather than the external cuts. This public-spirited attitude is commendable.

PARKING AUTHORITY

The Parking Authority is one of San Francisco's few financially self supporting departments. Including the director Margaret L. Brady, the Parking Authority has a staff of 3 full-time employees which is apparently enough to run this department efficiently.

The main purpose of the Parking Authority is to provide adequate parking for motor vehicles particularly in the congested commercial areas of both downtown San Francisco and in the outlying districts. The revenues collected by the Parking Authority for the off-street parking fund can only be used to alleviate parking problems. Thus, there is no risk of losing these special funds for parking developments to the general fund of the City.

In the downtown area the Parking Authority has structured the rates in the City-owned parking garages to encourage the short term user and to discourage commuter parking. This policy can fulfill two goals: (1) providing for the short term parker will stimulate the economy by insuring the shopper a place to park, (2) the commuter may turn to public transit as an alternative.

No glaring problems seem to exist in this department. The passage of Proposition 13 will probably not have much of an effect on the Parking Authority.

James K. Broderick
Margarita V. Tallerico
Thomas J. Cook, Chairman

DEPARTMENT OF SOCIAL SERVICES

Despite the completion of an ultra-modern building at 170 Otis Street at a cost in excess of \$8,500,000.00, the Department of Social Services will still be unable to offer the City's population a "one stop" service operation. The department operations are too vast to house in one structure, and will still be spread out over a wide area. Previously housed in five locations, the new Social Service complex will offer a wide field of services from four locations. The new structure at 170 Otis will house the administrative and accounting offices, and handle Aid to Families with Dependent Children, General Assistance cases, and Child Welfare. Medi-Cal and some General Assistance will be available at 150 Otis Street, Adult services at 1680 Mission Street, and Food Stamp service at 1360 Mission Streets. Despite the fact that considerable planning went into setting up access routes for handicapped persons, apparently no concern was given to the citizens that have to cross the street from 150 Otis to 1680 Mission Street. Consideration should be given to providing a crosswalk with controlled signal lights to assist those citizens or City workers who have to conduct business within both structures.

Under the very capable leadership of Edwin S. Sarsfield, General Manager, the department has undergone a series of structural and operational changes, which have introduced many new concepts, and a more effective delivery of services to the City's population. Mr. Sarsfield should be commended for the positive results which have been achieved in the AFDC program, the drastic reduction in the error rate, and the savings of millions of dollars in undue claims. The introduction of the "team concept" in child welfare cases, and the creation of the Family Reunification Unit, clearly evidence the department's approach to reducing potential caseloads through preventive measures, and assuring that payments are awarded to those that truly need assistance. The introduction of the "on the job training" program leading to a master's degree in psychology, and related subjects, can only result in developing skilled specialists in tune with the varied problems, a keener understanding of the caseload, and a more efficient delivery of service.

Recommendation:

That a crosswalk with controlled signal lights be installed on Otis street between 150 Otis and 1680 Mission Street.

HUMAN RIGHTS COMMISSION

The purpose of the Human Rights Commission is to promote the rights of every citizen for equal economic, political, and educational opportunity; for equal accommodations in all business establishments in the City; for equal service and protection by all public agencies; and eliminate prejudice and discrimination because of race, religion, age, sex, or sexual preference. The commission, which was created in 1964, handled over 844 rights complaints last year in areas involving employment, housing, education, and a new element, namely the problems of the gay community. There were over 73 documented gay-oriented complaints, and for the first time, the commission established a Gay Advisory Committee. There is also a gay representative on each of the standing committees.

Under the capable direction of director Grant Mickens, the commission has been developing programs and creative approaches to achieving maximum impact to getting public jobs and contracts for minorities. Minority outreach programs have achieved worthwhile success because of the commission's continued efforts to strengthen community and neighborhood input. This is evidenced by the continued delivery of health case service to many low income families. The commission implements and monitors an affirmative action program for the City. Because of this program minority balance is maintained in government procurement, and awarding of job contracts.

The Commission is made up of 15 commissioners, who represent a broad cross-section of city groups, namely, employer, labor, religious, racial, ethnic, gay, etc. In San Francisco where minorities are nearly a majority of the population, the Human Rights commission presents a well defined representative group reaching out for maximum impact.

COMMISSION ON THE AGING

Since its creation in 1972, the Commission on the Aging has made substantial progress in its' programs of providing service and assistance to the elderly citizen. A keen awareness of the problems of the senior citizens caused the commission to introduce its' most successful program to date, that is, the "walk-in information center, and referral service". As a result of this program, information vital to the needs of the elderly is disseminated to all areas of the City. Information

COMMISSION ON THE AGING (continued)

on the many senior citizen centers, active programs, nutrition centers, etc., is readily available. A senior citizen information telephone service is also provided on a 24 hour basis. This telephone service enables senior citizens to have access to many programs and activities previously unknown to them. It also provides the elderly with one central number to call for a wide range of health issues, housing assistance, and permits better utilization of existing services. The commission also arranges for seminars and workshops targeted towards helping senior citizens to help themselves, and also provides for possible job opportunities.

An amendment to the original ordinance is under study, which proposes to abolish the existing Commission on the Aging, and establish a Senior Citizen Affairs Authority, with a Senior Citizen Advisory Council. The proposed S.C.A.A. would consist of seven members appointed by the Mayor, with the advice and consent of the Board of Supervisors. Four of these members must be 55 years of age at the time of their appointments, and must have demonstrated knowledge of the problems and needs of the elderly.

The Senior Citizen Advisory Council shall consist of twenty-two members, eleven of whom shall be appointed by the Board of Supervisors, and eleven of whom shall be elected. All twenty-two must be at least fifty-five years old. The balance of the council will be the same ex-officio members as specified in the original ordinance. All members of the council shall serve without compensation.

The programs of the commission are administered by the Area agency which has been temporarily headed by Mr. Larry Simi. A new executive director, Mr. Glenn McKibbin, has been appointed, and will take office in July. Mr. McKibbin is a former professor at Syracuse University. We congratulate Mr. McKibbin on his appointment, and encourage him to exert a determined willingness to fight for the rights of the elderly.

COMMISSION ON THE STATUS OF WOMEN

The commission was created in 1976 with an original staff of two permanent employees, and three CETA employees, working with a \$66,000 budget. Today they have two permanent, and nine CETA employees, with an operational budget of \$82,000. The commission has eight standing committees, some of which are

COMMISSION ON THE STATUS OF WOMEN (continued)

sub-divided into task forces. These committees dedicated to the pursual of the rights of women, are working in the areas of criminal justice, education, employment, health and child care, housing, legislation, media and public information, and varied special projects. All of these committees are made up mostly of volunteer women citizens, dedicated to establishing the rights and equality of women. A new task force was recently established to pursue minority outreach, targeting in on Third World lesbians, disabled, and elderly women.

The commission, under the very capable direction of Mrs. Susan Heller, is now involved in trying to disseminate information about the commission activities in as many languages as possible in order to reach non-English speaking women.

The work of the commission has become so involved and diversified, that the only two permanent employees cannot handle all the varied aspects involved. The addition of two more permanent employees would enable the commission to expand its activities, and present a more experienced approach in addressing the needs of the woman citizen.

The building which now houses the commission, is owned by HEW and is being turned over to the New College of Law. As a consequence the commission is looking desperately for a new home. The commission is interested in renting property within a four block radius of City Hall, so they can easily appear for hearings, establish better communications with other City departments, and facilitate mail pick-up. The quarters must also be in an area which affords a fair degree of safety to the women.

Recommendations:

1. That two permanent employees be added to the staff to enable the commission to pursue their activities with experience and expertise.
2. That suitable quarters be established for the commission which adequately suit their needs.

Jane Reeves

Robert Smith

Edward Sosa, Chairman

CHIEF ADMINISTRATIVE OFFICER

The Chief Administrative Officer (CAO) is appointed by the Mayor and is subject to confirmation and approval by the Board of Supervisors. Mr. Roger Boas was appointed during the 1976-77 fiscal year and his term runs for 10 years. The CAO is responsible to the Mayor and the Board of Supervisors for the administration of all affairs of the City and County of San Francisco that are placed under his jurisdiction:

Department of Public Works
Department of Public Health
Department of Electricity
Department of Finance and Records
Office of the Coroner
Purchasing Department
Real Estate Department
California Academy of Sciences

As can be seen from above, the CAO bears tremendous responsibility for an extremely large number of City departments with a broad range of governmental business matters. Besides performing the many faceted duties involved with a bureaucracy of this size, Mr. Boas must busy himself with:

- 1) Coordinating the planning, design and building of the Yerba Buena Convention Center;
- 2) Disbursement of the Hotel Tax;
- 3) Administrating the massive Waste Water Project;
- 4) Consulting continually with the Mayor, Board of Supervisors, various Commissions and participating in various Board proceedings.

This office obviously requires a high-energy person with a capable and dedicated staff. The hard-working Mr. Boas and his staff do their best to keep all departments and projects running as smoothly as possible.

It was difficult for this committee to communicate extensively with Mr. Boas because of the heavy schedule he keeps and the manner in which business is conducted in his office. However, Mr. Boas introduced us to the knowledgeable Paul Scannell, his executive assistant, who together with Mr. Boas assisted us with our questions. The unavailability of Mr. Boas, caused by having to divide his attention in so many directions, has been expressed by some department heads. Department heads are met with frustration when attempting to contact Mr. Boas with a matter needing immediate attention,

CHIEF ADMINISTRATIVE OFFICER (continued)

and being told that Mr. Boas has his hands full with the Yerba Buena Project.

It seems that these inevitable gaps in upper-level management communication surfaced this year as one of the factors in the deplorable situation in the Tax Collector's office. While this Grand Jury commends Mr. Boas for prompt action taken in the aftermath of the Parking Meter Division arrests, we are concerned with the "blind faith" and "quasi-honor system" used in upper and middle management down to first level supervision. When asked in what manner department heads report to his office, Mr. Boas replied that weekly written reports are submitted for his perusal. Mr. Boas then delegates to his staff any action to be taken that he does not see to himself. In light of now known short work days of some employees, and general laxity of supervision; it is apparent that guidelines of better communication and closer supervision are in order.

We recommend the possibility of frequent meetings between department heads and the CAO or his staff. As opposed to weekly submitted status reports, these face to face airings of needs and problem points of individual City departments should close the communication gap as well as promote closer supervision.

In short, Mr. Boas should re-direct some of his relentless energy from the time-consuming Yerba Buena project, or the long range Waste Water project to the administering of the eight City departments directly under him, in order to best serve the residents of San Francisco.

Yerba Buena Convention Center

As stated earlier, Roger Boas has concentrated much of his administrative talent toward the completion of the Yerba Buena Center (YBC). After some 15 years of discussion, debate and legal contention, the YBC is close to being a reality. This year the Board of Supervisors voted overwhelmingly in favor of going ahead with the project. We congratulate Mr. Boas and staff for their success in compiling the complex reports needed to prove the project economically feasible.

Initially approved by San Francisco voters in a 1976 election, the YBC is considered necessary because of the conventions and tourism it will attract, which are major factors in the economic foundation of San Francisco. Consultants to the YBC state that the project would produce 873 to 1,680 permanent jobs directly, and an equal number of

CHIEF ADMINISTRATIVE OFFICER (continued)

permanent jobs indirectly.

The costs of building the facility are calculated as \$100 million. By category they are as follows: land purchase, \$6 million; construction, \$82 million; design and administration, \$12 million. The source of these funds is the Hotel Tax which was raised this year from 6% to 8%. Half of the 8% is ear-marked to fund the project.

The design of the center is underground. Except for the above-ground lobby entrance, the center will have a profile similar to that of Union Square. The construction is slated to begin in August or September this year, with completion in mid-1981. Mr. Boas expressed hopes of no more delay. Opponents of the project, however, are threatening more litigation.

Proposition 13 threw gloom over the project because while all City departments were undergoing massive budget cuts affecting basic vital services and employee layoffs, the funds allocated for YBC remained untouched. This resulted in the San Francisco resident seriously questioning the priority list of City officials who favor the tourist from Two-Dot, Montana, over a laid-off City employee resident who must wait half an hour to jam on an overcrowded bus due to a 20% reduction in Muni service.

Waste Water Project

San Francisco is plagued with the serious problem of an antiquated sewage system that has one conduit for both sewage and rainwater. During wet weather the system is overwhelmed by billions of gallons of runoff that mix with raw sewage, overflow the plant reservoirs, and through 39 overflow outlets are dumped untreated into the ocean and bay.

The Federal Waste Quality Act of 1972 prohibits the discharge of municipal sewage into the ocean unless it has received secondary treatment. Hence the Waste Water Project was created to correct the dangerous situation. Since the project is by Federal mandate, the funding will be 75% federal funds, 12-1/2% state funds and 12-1/2% City funds, reflected in the sewer charge on water bills. The immense project will hopefully be completed by 1987 with a possible cost of \$2 billion.

The original master plan calls for the collection of rainwater from all over the City to be piped through a cross-town sewer line to a large processing plant that will be

CHIEF ADMINISTRATIVE OFFICER (continued)

located south of San Francisco Zoo. From there the treated wastewater will be discharged through an outfall 4 miles off the coast into the ocean. Richard Sklar, Manager of the Waste Water Program, predicts the plan could be done for \$1.5 billion by considering alternatives that eliminate the need for a cross-town sewer line by building two more plants in the southeast and northeast ends of the City, thus dumping primary treated sewage into the bay and ocean.

So the project is presently bogged down in controversy with the City having to provide evidence that dumpage of primary treated sewage in bay waters is not harmful to water quality or disruptive to the marine biological food chain -- all in the interest of saving money on the overall cost of the plan. In the 1950's air pollution was not considered a long range damaging hazard. No monies were invested in a massive plan to solve the situation which resulted in the disgusting air pollution problem Los Angeles must deal with today. We do not want the same occurrence in our beloved bay waters. Since many San Franciscans do not put a price tag on our bay, Mr. Boas should urge Mr. Sklar and the consulting firm of Metcalf and Eddy to comply with federal and state recommendations of secondary treated dumping in ocean waters and not to attempt to cut costs by primary treated dumpage in bay waters.

Summation

Mr. Boas told the Grand Jury that he will direct his attention to solving the problems of the following departments: Tax Collector, Public Works and Public Health. In examining the CAO it should be noted that Mr. Boas replaced the able Mr. Thomas Mellon in 1976 after his 12 years of service in the difficult office. Mr. Boas spent the first year in office acquiring a competent staff and listing many old problems inherited from Mr. Mellon, as well as new problems to be faced. His newness to the job of city administrator over such a conglomerate of departments and projects must be considered when aiming criticism. The Grand Jury is impressed with Mr. Boas' boundless energy and dedication of his staff. We look forward to seeing that energy and dedication work for making a better San Francisco in the future.

CORONER

Under the capable direction of Boyd G. Stephens, M.D., the Coroner's office is responsible for diagnosing the cause and manner of death of 2,500 death cases reported to his office.

CORONER (continued)

The Coroner's office has authority of search and seizure, autopsy and inquest. Since it is not uncommon to receive cases from outside the City, state or country, the staff works with health departments and consults world-wide.

The Coroner may be called to testify in Court as an expert witness, detailing what happened, when and how. Autopsies sometimes result in diagnostic studies where communicable diseases are discovered, giving valuable information for the living. One example of this: a fireman involved in a resuscitation attempt who then goes home to his family. These factors contribute to a basic problem at the Coroner's office: an increasing work load, with the necessity to be completely thorough in conducting autopsies and unbiased in interpretation because of the direct effect on judicial decisions, insurance, licensing, surgical practices, and worker's compensation.

While doing an admirable job in dealing with the increasing work load, Dr. Stephens is faced with a budget problem. Since the budget is line item, there is no consideration of scientific advances in equipment, price increases or long range planning. Certain items of sophisticated new equipment needed to improve the quality and capabilities of this office have been requested in the budget repeatedly. Dr. Stephens feels it is essential to have a computerized inventory of property, evidence, diagnoses and supplies. This could be shared with the Police Department Laboratory. Because of budgetary lines the staff is limited in what they can do in clinical and forensic pathology.

The office has five vehicles which includes three ambulances, one newly acquired this year. A copy machine, which was recommended by the last Civil Grand Jury, was finally budgeted. Dr. Stephens' request for a full-time forensic pathologist has been cut from the budget. At the date of writing this report, the aftermath of Proposition 13 has caused a proposed budget cut of 17%, bringing the \$910,652 budget down to \$757,171. This type of budget cut is not conducive to the high standards expected from the Coroner's office.

An important aspect of the Coroner's job is close and cooperative communication with the Police Department. For the last six years, Dr. Stephens has not been asked to lecture to the graduating police cadets. This lecture would be beneficial to their training regarding homicide procedures.

The Grand Jury would like to thank Dr. Stephens and staff for their cooperative assistance.

CORONER (continued)

Recommendations:

1. Devise a computerized inventory system, to be used jointly with the Police Department.
2. A review of scientific equipment be made, and the necessary steps taken to update outdated equipment.
3. Authorization for a full-time forensic pathologist.
4. In spite of the passing of Proposition 13, no budget cuts be made in the Coroner's office.
5. Dr. Stephens should give lectures to graduating police cadets.

DEPARTMENT OF ELECTRICITY

This department is responsible for inter-communication of the Police and Fire Departments, and the installation and maintenance of parking meters and traffic signals. Under the leadership of the General Manager, Mr. Burton H. Dougherty, the department operates through four divisions: Administrative (including Accounting), Mechanical, Radio and Electrical. This year the previous division of Fire Alarm Operation was included with the Electrical Division, thus increasing efficiency in administrative and operational control.

The much needed 911 Emergency Telephone Service has been promised to residents for many years. The reason for the delay is said to be the lack of state funding. Now, in light of Proposition 13, reliance on state funds seems impractical. Mr. Dougherty will know by October 1978, if state funding is realistic or not. Since many major cities in the United States have this system in operation, alternative sources of funding should be sought to insure San Francisco residents the safety and convenience of a common phone number for Police, Fire and Health assistance.

One of the department's major problems is the damage done to traffic signals by vehicles. Nineteen percent of the 1977 budget was used for traffic signal maintenance. The repair or replacement of equipment causes a drain on the budget as funds recovered from the responsible parties are returned to the General Fund.

During this committee's tour of facilities we were impressed with the quality of the electricians' and technicians' work and the dedication of their foremen. All divisions keep concise records of all work performed.

DEPARTMENT OF ELECTRICITY (continued)

The department has an excellent mechanical division. Besides routine maintenance and repairs, the mechanics are engaged in the design and manufacture of special mechanical apparatus and fixtures when needed. This is necessary to replace obsolete parts of old equipment.

The painting section is employed at painting fire alarm and police control boxes, traffic signals and other miscellaneous equipment. Due to a shortage of personnel, they are on a 4-5 year painting cycle rather than the recommended 2 year cycle.

The Administration/Accounting Department, under direct supervision of Mr. Dougherty, maintains an orderly system of recording costs and revenues which are compiled and reported to management in timely periodic reports.

In the aftermath of Proposition 13, the department with a budget of \$3,217,446 was cut by \$152,000. Mr. Dougherty predicts no layoffs, but routine maintenance and employee morale will be affected.

The Grand Jury thanks Mr. Dougherty and employees for their cooperative assistance.

Recommendations:

1. Accelerate action to install the 911 Emergency phone system.
2. Route funds collected from responsible parties who damage City-owned electrical equipment to this department since it is responsible for repair and billing.
3. Hire additional painters to get the department back on a two year painting cycle.
4. In spite of the passage of Proposition 13, no budget cuts be made that directly affect the quality of the services of this department or employee morale.

Helen I. Abbett

Howard L. Ross

Robert G. Smith, Chairman

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES

The Department of Agriculture and Weights and Measures is under the direction of Mr. Raymond L. Bozzini and is composed of three units.

1. Agriculture
2. Farmer's Market
3. Sealer of Weights and Measures

AGRICULTURE

This department is responsible for the enforcement of all state laws, rules and regulations pertaining to agriculture. It inspects fruits, vegetables, eggs and other products in wholesale and retail stores. It also conducts pest surveys in an effort to detect pests before they become established in a particular area.

FARMER'S MARKET

The market is located at 100 Alemany Boulevard. It is operated by the City and County and fees are charged to the growers having a booth on the premises. It has shown a profit every year in addition to earning its own operating expenses. Only growers are permitted to sell on the grounds.

Recommendations:

1. There should be two left turn lanes at the exit at Alemany and Crescent. This would allow for easy exit by shoppers and neighborhood residents.
2. The cyclone fence at the rear of the parking area should be relocated to the curb-line. This would prevent the public dumping garbage on the hillside.
3. The stalls should be painted. The area has a very shabby appearance.

WEIGHTS & MEASURES

This department is responsible for making certain that all scales and measuring devices, and also packaged goods, show the proper net weight, measure or count. In addition, it is

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES (continued)

responsible for testing the meters on taxicabs by use of a fifth wheel. Since there are over 900 taxicabs, this is a very slow and cumbersome process and as a result it is impossible to test all of them properly each year.

Mr. Bozzini has requested special testing equipment for use on electric sub-meters. He has requested this equipment for three years. There are over 15,000 sub-meters, some of them dating back to 1910. Many are undersized, incorrectly wired and consequently do not give accurate figures. As a result considerable money is lost to the citizens of San Francisco because of incorrect readings from these meters.

Recommendation:

Mr. Bozzini's request for special equipment for reading the electric sub-meters should be recognized. He would then be able to read these meters on what he calls a "complaint" basis and in that fashion he would be able to perform this service without additional personnel.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

PUBLIC ADMINISTRATOR

James R. Scannell is the Public Administrator. He takes over the administration of the property of those deceased persons having no executor or administrator. In some instances he will be ordered by the Court to administer estates.

In some cases his office will have to take charge of and continue to run a business when the owner has died and the heirs are unknown. He will handle this procedure until either the heirs are known or the estate is liquidated.

His office also pays the estate taxes and funeral expenses.

A recent law change has resulted in a lower case load for the office and as a result they have been able to catch up with the backlog. A change in the Probate Code now requires that most estates opened after January 1, 1977, be completed within one year. At the present case load level they do not anticipate an increase in staff will be necessary.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN (continued)

PUBLIC GUARDIAN

This is also under the direction of James R. Scannell and in which capacity he serves as a guardian to persons or estates when needed. He is appointed by the Court in each case and must represent the ward of the court in all actions.

The social worker in the office has a case load of 150 and her duties include visits to nursing homes to verify that they are up to standards and that the wards are well taken care of. The recommended case load is 75.

One of the functions of this office is the preparation of tax returns for more than 500 estates, within the one year time limitation required by the statute. If the office fails to complete the return within the time allowed, the court may deduct additional fees from the Public Guardian's fees. This function really is within the capabilities of a tax attorney. If the Public Guardian had such services the attorney would use 50% of the time in research and preparation of the tax returns and the other 50% to work on guardianship cases. It is anticipated that this position would generate enough additional revenue to cover 90% of the salary.

Recommendation:

Employment of one additional social worker to assist the social worker now in the department.

RECORDER

The County Recorder, Mr. Thomas Kearney, is required by State and County laws to receive, record, index and preserve papers such as property documents, tax liens, death certificates, and to issue certified copies upon request.

He operates with 19 people which he considers to be adequate. His total budget for 1978-79 is \$369,982. At this writing he does not know how he will be affected by cuts due to Proposition 13. He has no significant operating problems.

REGISTRAR OF VOTERS

Mr. Kearney also serves as Registrar of Voters, operating a department which has the following functions:

1. Registration of Voters -- the number of registered voters is presently 351,211.
2. Preparation and dissemination of voters' handbooks and sample ballots at least 10 days prior to an election.
3. Hiring and training temporary voting precinct employees. About 3,644 temporary employees are needed for the 911 voting places.
4. Renting premises for use as polling places.
5. Storing voting equipment and materials.
6. Registering candidates for office.
7. Conducting the election, counting and tabulating the ballots.

Federal laws require the printing and distribution of voting materials to the non-English speaking population whenever that particular language group achieves 5% of the population. At the last election on June 6, 1978, the cost for the Chinese language materials was \$11,435, and for the Spanish language, \$12,170. The increasing Filipino population may shortly require voting materials in their language. Many counties in California are taking the position that the federal government should bear the added cost of this recent law, and are seeking reimbursement. We recommend that the Registrar take the necessary action to see if this County can recover the added cost of these printings.

At the last election, there were 911 polling places. The cost of each is as follows:

Rental of space	\$ 25.00
Salaries, 4 people	140.00
Rent of voting machines	165.00
Moving expense	<u>8.00</u>

TOTAL\$338.00

The cost to operate 911 polls at \$338 each is \$307,918. If the number of polls were cut in half, about \$150,000 could be

REGISTRAR OF VOTERS (continued)

saved at each election. In a county of this size, voters would not have to go far even with half the number of polling places. Serious consideration should be given to a substantial reduction in polling places.

The rental cost of the voting machines, at \$150,000 per election, is excessive. The City should decide quickly what machine it wants to buy, or obtain through competitive bidding a better rental price.

TAX COLLECTOR

The Tax Collector's principal function is to collect taxes and license fees. In fiscal year 1976-77 this amounted to \$508,475,711. There are about 135 employees, plus a few temporary and CETA workers. For the past seven years, Mr. Thad Brown has been the Tax Collector. His immediate supervisor is the Director of Finance and Records, who in turn is supervised by the Chief Administrative Officer.

In 1972, the Grand Jury authorized Main LaFrentz and Co. to make a study of the Parking Meter Division. Their report warned of many possibilities for misappropriation of funds. The findings were turned over to the Mayor and Tax Collector. The 1973 Grand Jury followed up on the matter and were assured that corrective action had been taken.

On March 26, 1978, sixteen employees of the Parking Meter Division, including the supervisor, Norman Coates, were arrested and charged with embezzlement of funds.

At the same time it came out that employees of this Division, which is located in an isolated area of the City Hall basement, only worked about four hours each day. That this situation had gone on for years was common knowledge to employees upstairs in the Tax Collector's Office, and could not possibly have escaped the notice of the Collector or his Assistant.

The CAO, Mr. Roger Boas, stepped in over the head of Mr. Virgil Elliott, then Director of Finance and Records, and promptly suspended Mr. Brown. Mr. Tom Miller, for many years Assistant CAO but now with Waste Water Management, was installed as acting Tax Collector. Arthur Anderson & Co. was authorized to make an operational review and analysis of the Tax Collector's Office. Shortly after receiving a preliminary report of their findings, in late April, the CAO returned Mr. Brown to his position as Tax

Errata:

Due to a typographical error the pagination skips from Page 59 to Page 61. In addition, because of a printing error two pages appear blank in the report on the Tax Collector.

Despite these errors the report on the Tax Collector is complete as approved by the Grand Jury.

TAX COLLECTOR (continued)

Collector, but on a six months probationary status. The Anderson report made about 100 recommendations, most of which have been accepted and are in process of implementation.

Losses to the City in meter collections have been estimated between \$2,000 and \$5,000 daily, or perhaps from \$600,000 to \$1,200,000 annually. Further, the preliminary report states that throughout the Tax Collector's Office there are major high risk areas and a significant absence of controls which are necessary to provide reasonable and prudent assurance that all collections will be made and safeguarded from intentional or inadvertant loss.

The deficiencies listed in this report reflect seriously on the competency of Mr. Brown and his staff. After the tip-off by Main LaFrentz & Co., with better supervision, the situation in the Parking Meter Division could have been stopped at least five years ago. The potential for thievery should have been apparent to more alert supervisors. In fact, it would be difficult to design a better layout for theft than the work area of the Parking Meter Division. Even the safe was not large enough to accommodate one day's coin collection.

Supervisors up the chain of command have tried to place considerable distance between themselves and this crime. It has been said that Mr. Brown lacked supervisory experience; but he had been on the job for seven years. Experienced or not, his superior Mr. Virgil Elliott, since retired, said he had so much faith in Mr. Brown that he gave him little or no supervision. So far as we could find out the Chief Administrative Officer did not take action to give Mr. Brown better supervision. Mayor Moscone authorized the police action which lead to the arrests, but thereafter maintained a hands-off policy.

In addition to the loss of meter receipts, thousands of salary dollars have been paid to employees who did not work a full day. There is also evidence of inaccurate time keeping in other areas of the Tax Collector's Office. Like so many other City departments, this Office "anticipates" its time rolls -- yet another example of this bad time keeping practice.

Before this scandal is laid to rest, it would be fitting to hear some words of regret from the Tax Collector and the other supervisors all the way to the top. Also welcome would be a sign that they have learned a lesson. Improved supervision will only come with some show of it at the top.

TAX COLLECTOR (continued)

This Grand Jury will go out of office before the final Anderson Report is written. That report will contain their recommendations and the reforms that have been instituted; therefore, further comment by us would be premature.

Reynold T. Rey

Robert G. Smith

Howard L. Ross, Chairman

COUNTY CLERK

In the County Clerk's office Mr. Carl M. Olsen is the ministerial arm and record keeper for the Superior Court. He receives, indexes, files and retrieves legal documents. These documents serve the needs of attorneys and the general public.

Budget requests made during the fiscal year will result in indexing procedures by electronic data processing for all new civil and probate cases at City Hall. This change was sponsored by his office and successfully passed through the California Legislature (SB 507, Chapter 225). The legislation provides that an additional \$2.50 charge be added to most filing fees in civil and probate actions and will result in \$50,000 additional revenue per year. The effective date for this change was January 1, 1978. In the first two months his office has realized \$11,000 in revenue from this system as well as many saved man hours.

During the year Civil Service examinations were requested because of position turnovers and the exhausting of the Civil Service lists adopted in 1976. With the increase of work over the prior years and the District Attorney's Family Support Bureau, which has increased its filings by nearly 100% over the previous year, Mr. Olsen has fallen back in other operations of his department.

With the adoption of the new Civil Service list Mr. Olsen has been able to fill 30 vacant positions that he needed. With the new personnel and the training program of new employees he feels that his department will run more effectively in the future.

He would like to see a twelve-month probationary period for new employees instead of the present six months. He would then be able to better evaluate new employees. The Grand Jury concurs.

Reynold T. Rey

Robert G. Smith

Howard L. Ross, Chairman

DEPARTMENT OF PUBLIC HEALTH

Introduction

Dr. Mervyn Silverman became the Director of Public Health for the City and County of San Francisco in May, 1977. As the Director, under the Chief Administrative Officer, he is responsible for the overall administration of the Community Public Health Programs, Community Mental Health Services, Hospital services (San Francisco General Hospital and Laguna Honda), the Emergency Medical Services and also the Jail Medical Services. It is his responsibility to provide to the citizens of the City and County, the best health care available.

The Department of Public Health in San Francisco is very extensive and very complex and until recently very disorganized. As the Grand Jury visited the different institutions and facilities, it became apparent that a sense of order was being restored.

Community Public Health Services

Dr. Lorraine Smookler is Assistant Director of Public Health for Public Health programs.

San Francisco is divided into five district health centers (Northeast, Southeast, Mission, Westside and Sunset-Richmond). Each center implements programs of the Public Health Department by providing specific services adapted to the differing needs of each district. The services, all of which are too numerous to mention here, include pre-natal classes, well-baby clinics, school nursing and pre-school exams, immunization and T.B. tests and home visiting by the public health nurses.

It is interesting to note, at this time, that San Francisco leads the State in venereal disease. There are 300 to 400 people seen daily at the V.D. Clinic. Tuberculosis is two and three times more prevalent in San Francisco than in other cities, such as Los Angeles and New York.

Approximately 12% of the budget is allotted to this area of the Department of Public Health which is low, indeed.

Since the passage of Proposition 13 and at the writing of this report, it has been decided to close all five centers in the names of "savings"! In essence, the definition of public health is the promotion of health and the prevention of illness. It is difficult to show in dollars the value of health education

DEPARTMENT OF PUBLIC HEALTH (continued)

or "an ounce of prevention is worth the cost of a pound of treatment" but to those with insight, it is readily apparent that this is a step backwards and a very expensive one!

This Grand Jury condemns the closing of the health centers and doubts very much whether the citizens of San Francisco will abide by this decision nor are they deserving of it.

Community Mental Health Services

In 1969 the state mandated local services to treat the mentally ill in facilities near where they live, instead of placing them in distant mental hospitals. By law, all patients admitted to state hospitals must first be screened locally. As a result of the effort to develop alternatives to hospitalization, state hospital admissions have declined markedly and local programs have grown. The concept is good but there have been problems implementing it.

San Francisco is divided into five mental health districts. Each district or center is a system of mental health services in several locations, within each district. Four districts are county-operated (Mission, Southeast, Northeast, Sunset-Richmond), the fifth (Westside) is privately-operated under contract.

Each center provides five essential coordinated services: 1) inpatient care, 2) outpatient care, 3) emergency service, 4) partial hospitalization and 5) consultation and education.

There are also specialty services. These programs serve the entire City and deal with special problems such as drug and alcohol abuse, sexual identity, retardation, etc. Fees are based on the ability to pay.

The Mental Health budget is approximately \$32,000,000. The passage of Proposition 13 does not seriously affect this program as it is 80-90% federally funded and these funds cannot be transferred to other departments. The City is responsible for the administration of the program and, therefore, is responsible for the quality of these services. About 35,000 San Franciscans received mental care last year.

Dr. William Goldman who has been Acting Director for nearly two years, appears to have brought some semblance of order to a chaotic situation. The administrative capacity in the Central Office has been strengthened by the addition of a Contracts Manager and a Mental Health Planner. Accountability, cost effectiveness, productivity and performance evaluation have all been stressed as an important part of providing quality care.

DEPARTMENT OF PUBLIC HEALTH (continued)

The implementation of a complete Management Information System is scheduled to go into effect this year. This was sadly lacking as virtually all of the City's mental health statistics have to be qualified because San Francisco did not have central data collection capacity.

An adequate billing system has not, as yet, been implemented. However, the manual billing system has been replaced by an automatic billing machine. Dr. Goldman believes that in the near future, after a standard form has been developed, they will then go to contract billing.

Community Mental Health Service operates on the premise that overreliance on hospitalization, particularly state hospitals for mentally disturbed patients, results in prolongation of dependency. It is their conviction that usually non-hospital treatment services, crisis intervention, outpatient care and partial day care, which are flexible and immediately available provide benefits to the patient and ultimately to the community.

Centralization vs. decentralization has long been an issue of concern and controversy. There are approximately 285 San Franciscans in Napa State Hospital. Many do not belong there. It is cruel and expensive to keep them there. Dr. Goldman has a three year plan in which he hopes to reduce this number to 150. It will take that time to acquire community based facilities. There will always be a need for an institution such as Napa as, for some, there is no alternative. Dr. Goldman also stated that out of 100 clients he had brought from Napa to the Urban Community Mental Health facility at 121 Leavenworth Street, 14% were working and self supporting. This is a victory not only for the individuals but a great asset to the community as they pay taxes and are no longer supported by the government. The Grand Jury visited this facility and can truly appreciate the situation.

Difficulties have been experienced in procuring suitable sites for the various community based facilities. This was evidenced by the neighborhood "revolt" when it was decided to establish the Youth Campus for emotionally disturbed adolescents. This is now in litigation. It is sad when we, as a community, cannot accept our own children.

In our society today, stigma is still attached to mental illness. We cannot see mental illness, as we can readily observe a broken leg. People fear the unknown and what is strange to them. To allay these fears, it will take time, patience and above all education. A major portion of this responsibility rests with the health department itself and their Advisory Boards. They must

DEPARTMENT OF PUBLIC HEALTH (continued)

get the communities involved. It is, then, their onus to convince the policy makers that this is the right course and therefore their duty to support the worthy programs so that everyone's rights are upheld -- even the mentally ill!

Recommendations:

1. Programs be carefully evaluated. Some are excellent -- others should be discontinued. Pouring money into a problem does not necessarily cure it.

2. Streamlining the awarding of contracts. The layers of bureaucracy they must go through before approval is frustrating and very time consuming. The endless delays can cause crucial hardship on the non-profit private agencies.

3. Diligent monitoring of all contracts. The Grand Jury was impressed with the monitoring methods used by Larry Meredith, Ph.D., Director of the Bureau of Alcoholism.

4. Implementation of an adequate billing system. This would bring an increase in third party payments.

5. Remove the "freeze" on Ward 7B at San Francisco General Hospital. It is fully funded, staffed and ready to operate and the beds are desperately needed. When the Grand Jury visited the jails, it was appalled at the number of inmates who needed mental therapy but remained in jail as there was no other place to put them. Others, who needed mental therapy were let go without treatment -- only to be picked up again in a short time and so it becomes a vicious circle.

Dr. Goldman has shown remarkable skill, under adverse circumstances, in implementing the transition of state hospital care of the mentally ill to community based care. In other cities, it has proved disastrous. There has been progress but there remains much more to do. We wish him well and thank him for his cooperation with the Grand Jury.

San Francisco General Hospital

San Francisco General Hospital moved into its new quarters in 1976. It has a bed capacity of 650.

The medical staff, supplied by the University of California, is excellent as is the leadership it provides.

The hospital trauma center which treats 13 traffic and crime victims on an average day, is recognized as one of the best

DEPARTMENT OF PUBLIC HEALTH (continued)

in the country and has a recovery rate "far superior to that of any other emergency unit." This is one area of the hospital which serves all San Franciscans. Because of the trauma center and San Francisco General Hospital's improving reputation for overall care, there are changing patterns in delivery of medical care. This is putting new demands on the hospital. At one time it was the place where anybody who needed medical aid could go -- mostly the very poor, the drug addicts, the derelicts and the prisoners.

San Francisco General Hospital, in its 1977-78 budget requests, projected a patient load in excess of 400. The budget approved by the Mayor and the Board of Supervisors provided staffing for only 350 beds. A hospital bed costs money when it is not occupied. During the month of March the hospital census was up to 409. Then came the crisis of the shortage of critical care nurses.

Critical Care Nurses

It takes a special kind of person to be a critical care nurse plus the fact that special training is needed. Because of the intensity and stress of their work they "burn out", after a period of time, and turn to less demanding work. As a result, the turnover is high. Since the General Hospital has a relatively high number of critical care cases, this demands special planning for nurse coverage in this area.

As early as October the Grand Jury was told there was a shortage of emergency nursing staff. In March, the hospital began diverting ambulance cases to other hospitals and at one time, in April, all intensive care cases were diverted to other hospitals. Suddenly, there was a need for 36 critical care nurses immediately! Only then were funds "found" and approval given to hire 21 critical care nurses. This is poor planning! It is difficult for those who have the responsibility to act, if they do not have the authority! It is estimated that because of this crisis, the hospital lost \$2.5 million in revenues, plus the confidence of the medical staff and most importantly, the confidence of the public. The census then went down to 291.

A hospital is a dynamic institution with ever changing needs. Timely decisions are needed and this is impossible under its present form of governance. Getting through the layers of bureaucratic red tape is too slow. As a result, the decisions when reached are non-responsive to the problem. This is very wasteful. What is even more appalling is the fact that this could very easily happen again!

DEPARTMENT OF PUBLIC HEALTH (continued)

The Grand Jury reviewed with interest the report of the Coordinating Council on "The Transformation of San Francisco General Hospital Into A Community Hospital" which was submitted in 1973. It also considered the alternative of contract management, also, the complete takeover of the hospital by the University of California as was done in Sacramento when U.C. Davis took over the Sacramento County Hospital. However, this Grand Jury has neither the time nor the expertise to conclude this matter but we deemed it our duty to suggest these options.

Dr. Silverman is especially aware of the multi-lingual and multi-cultural makeup of San Francisco and has made intensive efforts to acquire staff with bi-lingual ability. As a first step, the hospital received federal funds through the Mayor's Office to train interpreters in the City's languages and in medical terminology. Twenty-seven men and women who received a six-week training course are now working in various departments of the hospital, including the information desk, the emergency room, outpatient clinics and others. This program is financed by CETA.

Security

The addition of 28 extra officers had been approved to increase the security force. It was proposed that the new officers wear blazers, be unarmed and devote more emphasis on being helpful (providing information, etc.) and preventing trouble. The Grand Jury concurs with this approach. In addition to increasing the hospital's security staff, there would be better outside lighting and locks, an alarm system and other equipment. A T.V. monitoring system was also to be installed. Upon later information, we learned that the hiring of the additional officers has been cancelled. The other safety measures, however, are being implemented.

Parking

Parking is a big problem for both staff and visitors which is yet to be solved. There are 600 parking spaces and 1600 are needed. The Muni shop next to the hospital would be ideal if Muni could be convinced to relocate.

The proposed budget for San Francisco General Hospital for 1978-79 was \$59.2 million. Following the passage of Proposition 13, this was reduced to \$54 million.

A new accounting system will go into effect on July 1st as part of the FIRM project (a new financial management and payroll system). This project is covered under the Controller and Data Processing elsewhere in this report.

DEPARTMENT OF PUBLIC HEALTH (continued)

There has been a sharp increase in payments for patients covered by Medi-cal, Medicare and private insurance collections. This pays for approximately 60% of the hospital's budget. All billings are processed through EDP at City Hall. Significant amounts of money are being lost because the billings, at times, are two months in arrears. The monthly bills are being "bumped" at City Hall because other data of higher priority goes ahead. The EDP system is running dangerously high to full capacity. A requirement analysis is being made and the hospital may have its own computer in the future. An independent computer with capacity in billing and data processing is also being considered.

The administration of the San Francisco General Hospital has vastly improved under Mr. Charles Windsor who has been its Administrator for two years. He appears to be aware of the problems and tries very diligently to implement improvements. The Grand Jury thanks him for his complete cooperation.

Laguna Honda Hospital

The image of Laguna Honda has vastly changed from a retirement home for the aged to a virtual hospital which cares for the most difficult cases, many of which will remain there for life.

The average daily census is 920. A large majority of these patients require extensive skilled nursing care. They are of all ages and there is a waiting list. It is estimated that approximately 2,000 elderly San Franciscans who, because of lack of finances, live in retirement homes or hospitals outside of the City.

For the specialized care given to a patient at Laguna Honda, it costs \$55 a day. Medi-Cal pays only \$27.00. The people of San Francisco pay the deficit. No nursing home facility can afford to provide decent food, sanitation and adequate medical care for the elderly and infirm on the unrealistic payment schedules of the government. This is evidenced by the controversial closing of the San Franciscan Center on Post Street.

Laguna Honda is having its problems in bringing the hospital up to standards established by the Life Safety Code. Sprinklers are being installed and stairways are being enclosed. At present, it is on a six months extension on its accreditation. It also has to receive a yearly waiver from the Health Department for open wards. As a result a study is being initiated to decide the future of Laguna Honda. The study will attempt to assess the projected needs of the next twenty years and how Laguna Honda can best serve these needs. One major consideration will be whether

DEPARTMENT OF PUBLIC HEALTH (continued)

to continue putting millions of dollars into the old building or would it be more realistic to build a new one. It is estimated that by the year 2000, the proportion of those over 75 years of age will double. Long term care for the aged is fast becoming one of the biggest items on the health agenda and this will call for putting it into the mainstream of medicine.

Clarendon Hall is still in the process of being remodeled. It will add 170 new skilled nursing beds. The work is expected to be completed by September, 1979.

Mr. Henry Sicabaig is the Administrator of the hospital and appears to be doing a very commendable job. The Grand Jury was impressed with the sense of caring and devotion the entire staff showed toward the patients as the different wards were visited.

The nursing care, under the supervision of Miss Virginia Leishman, appears to be excellent. This was especially apparent in the "total care" wards where the patients are helpless. They must be fed, bathed, turned, etc. Their mouths were in good condition and their skin, especially their backs, revealed no pressure sores.

The Grand Jury also visited a "locked ward". Patients are not restrained but just kept locked in the ward so they will not wander away. They were neatly dressed, seemed alert, friendly and not heavily sedated.

Laguna Honda has a contractual agreement with the National Cash Register Company for computer and programming services. A study by Ernst and Ernst has revealed that this is no longer adequate or efficient. A mini-computer was requested. Mr. Henry Nanjo, Director of EDP at the City Hall is making a complete requirement analysis before any changes are made.

San Franciscans should be rightfully proud to have an institution such as Laguna Honda, especially since so much is heard of neglect and actual maltreatment of the aged and infirm. It should be pointed out that the State should shoulder more of the financial responsibility. Federal regulations do not cover special institutions like Laguna Honda. At some time in the future, hopefully, this could change.

Since the passage of Proposition 13, it has been decided to halt new admissions to Laguna Honda. As there are approximately 30 deaths or discharges a month, the census will go down by attrition.

DEPARTMENT OF PUBLIC HEALTH (continued)

There is a great need for skilled nursing care beds for the aged and infirm in San Francisco which has an especially high population of elderly. The state, at present, is paying \$40 a day per patient to the Post Street Center which has lost its accreditation.

This Grand Jury strongly recommends that the state be made to recognize its responsibility and duty to these citizens by bringing the support of Laguna Honda up to a more realistic level.

Jail Medical Services

The responsibility for the medical care of inmates in San Francisco's jails was transferred to the Department of Public Health in 1975. As determined by the Court's Special Master in June 1977, medical services in the jails were in near compliance with the Court's order.

The Grand Jury found this a troubled area.

In November, 1977, Dr. Silverman appointed Tom Peters, Ph.D., as Administrator and Dr. Neil Walter as Medical Director.

The physical aspects of the jails appear elsewhere in this report under the Sheriff's Office.

There is a \$190,000 appropriation to renovate medical facilities at San Bruno and to build a four to six bed infirmary at the Hall of Justice jail.

It is proposed to build four "seclusion" cells in the infirmary at San Bruno. These are for inmates who act "bizarre" and are now in the regular cell blocks but, for various reasons, it would be better that they be placed in a "seclusion" cell in the infirmary.

There is staff inequity as a paramedic receives more salary than an experienced public health nurse. Sixty percent of the staff are CETA employees and therefore, temporary.

We question the necessity of a full time pharmacist at San Bruno.

The manner of dispensing drugs is open to many abuses. There is no way to identify the inmates (no arm bands, etc.).

There appeared to be a large number of prescribed drugs being distributed. We were told that approximately half of the

DEPARTMENT OF PUBLIC HEALTH (continued)

inmates are on "pain" pills.

There are several doctors who all work part-time at the jails. There is no set policy and all work independently. They are there for a short time and some are more liberal than others in prescribing drugs and some are even intimidated into doing so! This is bad for the morale of the nurses as they then consider themselves as mere "pill pushers."

Hall of Justice Jail

Dr. Peters is attempting to secure a medical person at the receiving desk on the 6th Floor where all the newly arrested are processed.

All new inmates are placed in a holding cell. They can be there from fifteen minutes to twelve hours. It is important that certain inmates, especially alcoholics be medically evaluated on admission. (In May, one male alcoholic, age 28 years, who had been in jail less than an hour, was found dead).

Dr. Peters is planning on acquiring a medical record technician and centralizing all medical records. He is also making provisions that the medical record of the prisoner would go wherever he went. As a result the updating would be better.

The Grand Jury realizes that Dr. Peters has not had sufficient time to implement his program. He appears progressive and capable and we thank him for the cooperation he extended to us.

Recommendations:

1. Medical evaluation by qualified personnel of certain newly arrested inmates, especially alcoholics.
2. A four or five bed infirmary at the Hall of Justice jail so that the nurses may observe certain inmates.
3. Pharmacy inspection.
4. Securing more Registered Nurses.
5. Replacement of temporary personnel with permanent personnel.

DEPARTMENT OF PUBLIC HEALTH (continued)

Emergency Medical Services

Dr. F. William Blaisdell, Chief of Surgery at San Francisco General Hospital, took a six-month leave from the hospital to make a study of San Francisco's emergency services.

The Grand Jury concurs with the findings in Dr. Blaisdell's report and would especially make these recommendations:

1. The City require patients carrying medical insurance to pay for their emergency treatment. At present \$4 million a year is spent in providing free ambulance service and free emergency care. It is estimated that 70% of the cost of these services could be reimbursed to the City through insurance and other payments.

2. Permit City ambulances to deliver heart attack victims and other patients to private hospitals of their own choice while adding private ambulance service as a back-up for the City-operated ambulances.

3. Establish a preventive maintenance program for the City's badly deteriorated fleet of 14 ambulances.

The Grand Jury would like to congratulate Dr. Blaisdell on his excellent report. He has served San Francisco well.

Conclusion

Dr. Silverman is to be highly commended for the progress he has made in this monumental task of reorganizing the Department of Public Health.

His ultimate goal to centralize all administration at 101 Grove Street and to develop a program wide management information system.

Dr. Silverman is especially quality and cost conscious. He presents a prudent budget and tries to get the most and the best out of the taxpayer's dollar. The Grand Jury approves.

Recommendations:

1. That Dr. Silverman have civil service exempt key personnel.

2. It has come to the attention of the Grand Jury that certain civil service employees who have well-documented cases of incompetence and malfeasance against them are not dismissed. When

DEPARTMENT OF PUBLIC HEALTH (continued)

brought before independent and impartial arbitrators, the verdict often goes in favor of the employee. This is not only expensive to the citizens who have to pay for incompetence but it could be dangerous when applied in the field of health. We recommend that corrective action be taken.

3. This Grand Jury is cognizant of the fact that the City makes a country wide search to obtain the best qualified administrators and this is laudable. After proving his capabilities, we recommend that the administrator, who is a specialist in his field, be given a certain amount of flexibility so that he will have the opportunity to "administrate."

Robert D. Au

Reynold T. Rey

Helen I. Abbett, Chairman

DEPARTMENT OF PUBLIC WORKS

The Department of Public Works provides and cares for the new and existing physical plant of the City, excepting facilities that come under the Public Utilities, the Port and the Airports Commissions. Its work is performed by the Bureaus of Engineering, Architecture, Sanitary Engineering, Building Inspection, Water Pollution Control, Street Repair, Building Repair, and Street Cleaning and Planting and the Central Permit Bureau. The budget for Fiscal Year 1978-79 is about \$40,000,000. There are nearly 2000 employees, of which 1650 are permanent, 175 are temporary, and 175 are CETA. The activities and accomplishments of this department are described in detail in their Annual Report.

A management review is currently being made by Touche Ross & Co. The first phase is an overview of the department, costing \$80,000, which will be completed about October 1978. It will be followed by a more detailed study costing \$120,000 which will be authorized if the first phase indicates a need for it.

On several occasions, we visited with the Director, S. Myron Tatarian, and received excellent cooperation. His greatest concern is that he does not receive enough funding to maintain buildings and streets. For example, there are about 850 miles of streets in the City. He would like to resurface about 50 miles each year, but has been able to resurface only 7 this year. He also has difficulties with the Civil Service Commission. There is often a delay in filling vacancies, which can be prolonged if papers are mislaid or if the person handling the matter is away for a few days. In another instance, he stated twenty-three departments were competing to hire a secretary from a roster of seventeen applicants. Obviously in this situation, the applicant was making the selection, not the employer.

The Department of Public Works does not have performance evaluations, or productivity standards for its employees. New employees are given an interview when hired, and their duties are explained at that time. The Civil Service Commission has a goal of implementing performance evaluations in all City departments by January 1979. We hope that these evaluations will be initiated in the Department of Public Works before that time.

Like so many other departments, Public Works "anticipates" or guesses at the time its employees will work at the end of each pay period. This is because they are paid

DEPARTMENT OF PUBLIC WORKS (continued)

the morning following the end of their pay period, and several days are required to process and issue their checks. For employees not working as "anticipated" corrections have to be sent in to adjust time rolls. This practice should be discontinued because it is a clerical mess, opening the door to a variety of errors, oversights, and overpayments.

The assistance given us by Mr. Tatarian and his staff is much appreciated.

REAL ESTATE DEPARTMENT

The Real Estate Department, headed by Wallace Wortman, Director of Property, provides services in the appraisal and negotiation facets of real estate matters for the City's departments and offices. The two major Real Estate programs have been:

1. the acquisition of land for waste water treatment facilities; and
2. the ongoing leasing program for City departments requiring space not available in City-owned buildings. The department is also involved in school expansion, acquisition of property for parks, street widenings and extensions, disposal of surplus property, advice pertaining to real estate matters, management of City-owned properties, special study and appraisal projects, and maintenance of records pertaining to City, Unified School District and Community College District property.

The Rehabilitation Assistance Program (RAP) is a program which mandates code enforcement and makes voluntary home improvement loan programs (6% interest loans). The Upper Haight Ashbury and Inner Richmond districts are progressing slowly as it is difficult to get contractors to do these jobs as the contracts are small (\$5,000 to \$7,000) and 90 days are required for approval.

The Wastewater Treatment Project has commenced building the North Point Station and the Southern Station. The Westside Station (the "Great Highway") is expected to start soon. The project, approximating two billion dollars, is budgeted as follows:

1. The federal and state governments will pay 87.5%; and

REAL ESTATE DEPARTMENT (continued)

2. The City government will pay 12.5%.

As a result of Proposition "J" the City has three million dollars a year to buy open space. The 17.3 acres the City leases to the Olympic Club is to be left as is. To build middle-income housing on the space would destroy the watershed and seriously interfere with the Master Plan. The Olympic Club has a total of 353.3 acres of which 17.3 acres are leased from the City.

Recommendations:

1. The City should have a short-term lease with the Olympic Club with options to raise the monthly rent of the City-owned property; and
2. Appropriate City departments should be centralized in a location that facilitates communication and efficiency which in turn provides greater productivity.

PURCHASING DEPARTMENT

This department purchases materials, supplies, equipment and contracts for equipment and services. It repairs automotive and other types of equipment. It operates a central reproduction unit for office forms. It maintains a running inventory of equipment and disposes of surplus.

The department is headed by Mr. Joseph C. Gavin who purchased or contracted for approximately \$175 million during Fiscal Year 1977-78. Mr. Gavin advises that his operation compares favorably with similar activities municipal and private.

No physical inventory of City owned property or equipment has been taken for many years. Apparently additional personnel are needed to do this although Mr. Gavin hopes to obtain scanner-type equipment to take inventory by computer.

There is no control over the creation of forms and many are duplications of those already in existence. Many become obsolete and forgotten although they are still being stocked. The proposed budget for 1978-79 for the Reproduction - Division is \$358,300.

A great number of the City motor vehicles are worn out and quite often the cost of repair far exceeds their

PURCHASING DEPARTMENT (continued)

current value. Not all departments send their vehicles in for preventive maintenance but only when there is a breakdown.

Recommendations:

1. A comprehensive program for the systematic maintenance and replacement of the City's motor vehicles is sorely needed. Without this type of program there is much waste. Standards for size and cost should be set. Ease of repair and depreciation should receive the utmost consideration when bids are being considered for the purchase of new vehicles, and in fact any equipment.
2. Bring inventories of City-owned property up to date and institute a schedule whereby all City departments take a physical inventory on a calendar basis.
3. Form a committee to inventory and review all existing office forms and to institute a permanent program for their design, storage and distribution.

Thomas J. Cook

Michael J. O'Brien

Reynold T. Rey, Chairman

BOARD OF SUPERVISORS

The Board is comprised of eleven elected representatives who each serve four year terms. The eleven members represent the eleven districts of the City. They were impaneled under the new district structure on January 9, 1978. We feel that it is too early to form any judgements of the new district elections, but there is some indication that the Supervisors are more concerned with the special needs of their districts rather than the overall needs of the City. We recognize that the current President of the Board of Supervisors is experienced and dedicated, and has been a stabilizing influence.

The Board is faced with many problems. Those meriting top priority are:

1. Specially funded rental programs for middle-income families;
2. A middle-income family housing building program;
3. Health Department services for middle-income families;
4. A Muni railway program which provides transportation to special events, shopping and for children;
5. Aid to family and neighborhood businesses;
6. An office of "Middle-Income Services";
7. City budget provisions for improved neighborhood police services, specifically policemen on the street. This practice has been proven to be an important factor in deterring crime;
8. A planning program encouraging retention of middle-income housing and private financing of new family housing;
9. Stabilization of housing costs and speculation;
10. Social services to middle-income residents. The heavy emphasis on middle-income programs is due to the fact that the number one problem in San Francisco is the mass exodus of middle-income families from the City to the suburbs.

It is very significant that these needs must be met with a reduced budget. This makes it all the more vital that the Supervisors consider first the overall needs of the City as a whole, rather than those of their individual districts.

We feel that the Board was hasty in voting a settlement of the police discrimination suit. There is ample evidence that there was not provable, systematic and conscious discrimination and therefore we believe that the decision is better left to the courts.

Mr. Harvey Rose, the budget analyst, performs a valuable service in monitoring various City departments.

BOARD OF SUPERVISORS (continued)

Different departments have refuted his findings, but in the majority of cases he has proved to be thorough and factual.

The Board's cooperation with the Mayor in revising the budget, subsequent to the passing of Proposition 13, is laudable. We trust that this augurs well for the future. Next year's budget may be even more difficult if the State is unable to assist in the financing, as it has done this year. We sincerely hope that the message of Proposition 13 to trim the fat and increase efficiency in government is adhered to.

CALIFORNIA ACADEMY OF SCIENCES

The Academy is a place where in a few pleasant recreational hours visitors obtain understanding of their natural world which they could get in no other way -- and more than 1.5 million do so every year. The Academy is the natural history museum -- planetarium - aquarium complex in Golden Gate Park, and is its most popular attraction. Its mission is research and education in the natural and environmental sciences, or as originally stated at its founding in 1853, the exploration and interpretation of natural history.

The Academy has been located in Golden Gate Park since 1916, as a result of a vote of the San Francisco citizens when its earlier museum, on Market Street, was destroyed by the Earthquake and Fire of 1906. It is the oldest conservation organization and oldest scientific society in the western United States.

The Academy displays the wonders of nature, through dioramas in the North American Halls and Simson African Hall, Mineral Hall, Wattis Hall of Man and adjacent Galleries, Morrison Planetarium, Steinhart Aquarium and Fish Roundabout. It has the largest attendance of all the northern California museums.

Dr. George Lindsay has been the Director since 1963. He is directly assisted by Dr. William Eschmeyer, Director of Research, and Dr. John McCosker, Director of Steinhart Aquarium. They work with a budget of \$3,000,000 a year, one-third of which is City-financed. The remaining two-thirds is privately funded.

The Academy has been very fortunate in that it has received millions of dollars in endowments. Notable among

CALIFORNIA ACADEMY OF SCIENCES (continued)

these are the bequests of Helen Lillis - a ranch near Fresno which was sold by the Museum for \$1,500,000 and William Noble donated \$5 million. Additional monies are received by admission charges and Academy membership.

There are seventy nine "Friends of the Academy" who each contribute \$1000 or more annually. There are 126 corporations and foundations which have gifted the academy - past and present, in many forms: cash securities, life insurance, real and other property, and bequests. It is qualified as a tax exempt organization.

There are 220 paid staff and approximately 30 CETA employees. The Academy is most grateful to the 325 volunteers who donate their time and services.

We were impressed to learn that the California Academy of Sciences rates fourth in importance in the United States, preceded by 1) the Smithsonian in Washington, D.C., 2) the American Museum of Natural History in New York City, and 3) the Field Museum in Chicago. The Academy of Sciences' fish collection is rated number three in the world behind the Smithsonian and the British Museum in London. The fish specimen collection is a valuable resource in the areas of oceanography, ecology, commercial fishing industry, etc. The Fish Roundabout is the newest innovation at the Academy. It simulates oceanic conditions. The fish swim upstream in a continuous 3 knot current. Its interest has increased attendance by approximately 40%. The anticipated attendance for 1978 is 2,000,000 visitors, particularly with the opening on June 15th of the "Treasures of Peru" Exhibit.

Recommendations

1. To alleviate the problem of Sunday closure to automobiles, we recommend an educational program for the public of alternative accesses to the Academy, i.e., distribute fliers with maps of the park, various media publicizing alternate transportation methods and routing.
2. That the Academy subcontract services as a money saving plan.

We commend the Academy on the atmosphere of culture in natural and environmental sciences in the magnificent ambience of this natural history museum.

FINE ARTS MUSEUMS

The Fine Arts Museums of San Francisco consist of the M. H. de Young Museum and the California Palace of the Legion of Honor under the capable direction of Ian McKibbin White. The de Young Museum has a permanent collection of Western art from its Egyptian, Greek and Roman origins through the Middle Ages, the Renaissance and into modern Europe and America. Art from Africa, Oceania and the Americas is exhibited here also.

The function of the Museum is to preserve, collect and exhibit. The collection is divided into four categories: Painting, Prints and Drawings, Decorative Art and Sculpture, each headed by its own curator.

At present the de Young Museum is following a trend of ethnic exhibits. The "Treasures of Irish Art" Exhibit was received enthusiastically. The director and city fathers are to be commended for the acquisition of the King Tut show. San Francisco was not on the itinerary but due to a special trip to Egypt and successful negotiations, it has been obtained for the de Young Museum commencing in June, 1979 for four months. Preparation for the show has necessitated large expenditures. It will cost \$1,500,000 to run it. Two full-time employees have been working since last Fall on the project. Sophisticated environmental control equipment is being installed for preservation and protection of the show. This condition, among others, was demanded in the original negotiation. The excitement generated by this exhibit is reflected in greatly increased membership. By 1979, 50,000 members are anticipated. It is predicted that 1,500,000 people will view it here.

Seven permanent private collections are to be received. Notable among these is the collection of Nomadic rugs. With the continuing expansion of collection and exhibits, space has become a major problem particularly with present negotiations for the El Prado Museum (Madrid) collection and the Treasures from the Kremlin. Additional staffing and funding are also badly needed.

The Legion of Honor is unique in America for its emphasis on the art and culture of France, depicting religious art of the Middle Ages, 17th and 18th centuries, 19th and 20th century Impressionists and Post-Impressionists.

The Legion of Honor also houses the famous Achenbach Foundation for Graphic Arts. The Achenbach collection was

FINE ARTS MUSEUMS (continued)

given to San Francisco in 1950, along with an endowment of which only the interest (\$50,000) is used to support the collection. This is a showpiece of the Museum.

Problems Facing the Museums

1. Legion of Honor - lack of restroom availability for handicapped.
2. Lack of public transportation on weekdays. (At present, transportation is available only on weekends.)
3. Lack of directional signs at key intersections.
4. Lack of adequate communications system. In consolidation of the two museums, 13 phones have been reduced to 5. All calls go through the City's main switchboard. Important phone calls are lost because of the system's constant tie-ups.
5. Lack of preventive measures for dust damage to the collection from a nearby workshop.

Recommendations

1. An aesthetically correct handicapped ramp at de Young Museum to be approved immediately.
2. The communication system improved by installation of private lines (a break away from City Hall lines).
3. Adequate restroom facilities for the handicapped at the Legion of Honor.
4. Renovation - at the de Young Museum for preparation of King Tut exhibition and at the Legion of Honor for the Dresden exhibit.
5. High Velocity Air Conditioning climate control at Legion of Honor.
6. Installation of directional signs to Legion of Honor at key street intersections.
7. Shuttle buses from Clement Street to Legion of Honor three times daily between 10 A.M. and 5 P.M. on weekdays.

ASIAN ART MUSEUM

The Asian Art Museum has been under the direction of Rene-Yvon Lefebvre d'Argence since its inception in 1959. The Museum has exclusive jurisdiction over the collection of Asian Art belonging to the City and County of San Francisco. Originally it was built to house 4500 items - the gift of Avery Brundage. This amount doubled in 1969 with the second gift by Mr. Brundage. At present, through additional contributors, the collection now totals close to 10,000 art objects, consisting of sculptures, architectural elements, paintings, bronzes, ceramics, jades, textiles, and decorative objects,

ASIAN ART MUSEUM (continued)

illustrating major periods and stylistic developments of Asian arts.

The facility also contains an Asian art library of 12,000 volumes and provides a complete docent training program. Educational books have been published in several languages, based on the collection.

The problems facing the museum at present are:

1. Lack of display space. The complete collection cannot be displayed at one time but is rotated on a continual basis. The ratio is 13% display to 87% storage. It would take fifteen years to display the collection in its entirety.
2. Need for additional staffing.
 - a) Curator I for education. Diana Turner was appointed Curator of Education in 1974. She handles all educational areas. She is in desperate need of an assistant, a Curator I position.
 - b) One Chief Preparator - needed to organize and take charge of design and construction of all displays.
 - c) Assistant Librarian - due to the large size of the collection, an assistant is needed for the one librarian. At present it is closed to the public because of inadequate staffing.
3. Upgrading of Civil Service classifications. The Japan curator and the India curator have served for twelve and ten years respectively. They have taken on additional responsibilities far and above their present classification. Mr. d'Argencé consulted the Civil Service Commission regarding the matter and received full support. However, the request was deleted by the Mayor in the next budget.
4. Security. A security system to be installed for the accountability of the art objects. This is particularly crucial due to the fact that there is no insurance on this collection valued at one-half billion dollars.

Mr. d'Argencé has a small staff of fifteen permanent and eleven CETA employees.

The City of San Francisco through the Asian Art Museum has been honored by the request of the Korean government to organize a two year tour of Korean art treasures. It will commence here in May 1979, and will remain here for five months, to be followed by a United States tour. It is hoped that the City will assist financially in this exhibit.

ASIAN ART MUSEUM (continued)

There is also an art exhibit from the People's Republic of China projected for the summer of 1981. This will display the newest excavations in Ching Dynasty art.

Bearing in mind the monetary, aesthetic, political and educational values of the Asian Art Museum to the people of San Francisco, we hereby recommend:

1. Investigation of the problem of display space.
2. Granting of three additional staff positions.
3. Upgrading the positions of two curators.
4. Reinforcement of the security system.

ANIMAL CONTROL CENTER

The San Francisco Society for the Prevention of Cruelty to Animals was founded in 1868 and is presently under the direction of Mr. Richard Avanzino. It provides for the hospitalization and sheltering of animals, a low cost animal care program for senior citizens, low cost spay and neuter clinic and the rescue of animals in distress. It also has the responsibility of impounding unleashed animals and quarantining of biting dogs.

The S.P.C.A. is a non-profit corporation which is funded privately and by the City. The current budget is \$1,400,000. Of that amount, \$517,000 are City funds. The remainder is obtained through endowments and private sources.

The ultimate goal of the shelter is obtaining for the animals a happy home environment, securing responsible owners who will license them, keep them on a leash and clean up after them.

We commend Mr. Avanzino for initiating the program whereby volunteer veterinarians from U.C. Davis contribute their services. Mr. Avanzino encourages animal groomers to donate their expertise toward readying animals for adoption. He has an exchange policy with the local press; for any animal story to get into the newspaper, they must provide an adopter.

Last year 77% of the cats and 65% of the dogs were adopted. The national average is 10%. The shelter generated \$280,000 in fees last year. It also provides animal care for

ANIMAL CONTROL CENTER (continued)

people who are incapacitated or in legal custody. There is a new program underway to train dogs to hear for the deaf. They will respond to crying babies, ringing doorbells, screeching brakes, keys dropping, etc.

Mr. Avanzino has obtained through the private sector of the S.P.C.A. four vans for animal protection. They cost \$15,000 each. The rescue van cost \$20,000 and is fitted with life saving equipment. The Petmobile cost \$25,000. It travels to shopping centers and recreational centers and shows animals on the spot for adoption. The vehicles are rented to the City for four years at the rate of 25% of their value each year.

We wish to commend the entire staff, including volunteers, on a smoothly run, competent organization.

Robert D. Au

Willie J. Crosby

Lucinda M. Romaneck, Chairman

CITY ATTORNEY

The City Attorney is the legal counsel for the different departments of the City and County of San Francisco. The office's litigation involvement extends to areas such as City code enforcement, the Public Utilities Commission, Police, Recreation and Park, Airport Commission, Public Works, and a wide range of other departments. These legal situations involve the City as a plaintiff or defendant.

This office has many problems that have been cited in previous Civil Grand Jury reports and recently, by a special report from the Bar Association of San Francisco. This Jury has investigated this office and is definitely concerned with these reports.

A major problem is space. Many of the attorneys do not have a desk and have to use the library tables as temporary space for their work. The attorneys that do have desks are crammed into noisy, small offices with one or two other attorneys, and if he or she is lucky, a secretary.

The library is spread throughout the offices in corridors. It is difficult to use because of heavy traffic interruptions.

Filing cabinets are located wherever available space permits, not where they are readily accessible.

In addition, lighting and ventilation are substandard.

This department is understaffed for the volume of work and has an inadequate ratio of support personnel to attorneys. City Attorney George Agnost has a present staff of 65 attorneys and a support staff of approximately 30 to handle more than 4,000 cases a year. This represents hundreds of millions of dollars of litigation. The importance of these cases has forced many attorneys to take their work home or to work on weekends, and on occasion to file and type their own cases. This was partly caused by the previous ratio of support staff to attorney of .42. Eight new attorneys have been hired making it the present total above. Mr. Agnost is striving for a ratio of .67 to obtain maximum productivity. The present rate is counter productive and a waste of the taxpayer's money.

Another problem is inadequate equipment or the lack of equipment. Many of the old typewriters as well as some new ones lack "specialized characters" needed for legal typing. The old typewriters break down often and turn out work that is smudged

CITY ATTORNEY (continued)

or otherwise unacceptable. At the Airport Branch of the City Attorney's office, three secretaries were approved, but no desks or typewriters.

The fifty line switchboard is outdated and operated by only one person who must answer and reroute through central City Hall to deputies for non-direct calls. Because of this situation, some incoming calls are never answered or lost in the transfer.

To handle this department's monumental legal documents that have extensive texts, the City Attorney has installed a "Wang" word processor and a phone recorder system for attorneys to phone in document directives. In the past, long documents of similar or same text had to be retyped to insert individualized information. This word processor has an archive unit that retains the original text and allows changes in format, text, names and countless details. There are four work area units with a visual scan which projects the graphic text to be entered or adjusted. These four scans allow for four different documents to be worked on at the same time. When completed the changed document is printed automatically on pleading paper per the execution button. The original text is still retained in the unit.

The full potential of this "Wang" has not been fully realized. It has already proved to be a savings in secretaries, time, quality of work and money. It costs the City \$8,400 a year to rent. This committee of the Grand Jury was greatly impressed.

The new Airport Branch was formed to have a legal staff immediately on hand for the Airports Commission. This staff has enormous responsibility in providing advice, preparing and revising over 300 leases, permits and concession agreements, preparing and monitoring bid documents and contracts, and related documents resulting in the current multi-million dollar Airport expansion. It also defends the existing 142 lawsuits resulting from Airport operations.

In addition, this branch is working on a pilot program for contract management. Because of the volume of work and conditions, many of the City's contracts are drawn up by "the other side" which could leave the City at a disadvantage. The legal staff is trying to revise this process.

The staff has to work in substandard make-shift offices shared with the Airports Commission. They also lack desks, chairs, typewriters and need a law library. The cost of this would be at no expense to the taxpayer as funds would come from the landing

CITY ATTORNEY (continued)

fees paid by the airlines under the Airports Commission. The Jury feels that this area should be approved or put high on the list of priorities since the Airport stands to gain substantially from Proposition 13.

Mr. Agnost would like to see the department relocated under one roof and it has been suggested that the department rent floors in the new State Compensation building to provide modern office space for the entire City Attorney's office. His goal is to have the best public law office in the State.

The department has had "years of City Hall budgetary short sightedness." The political preoccupation with the ad valorem tax rate and the concentration of front page programs have taken their toll on unglamorous agencies such as the City Attorney's office. Last year some fiscal attention was directed to this office but the years of neglect require more serious support now. There is too much at stake socially and economically for the City to do otherwise. Proposition 13 will make this department even more important as the legal problems it generates grow.

This Jury commends the City Attorney's staff on their devotion and good work in these uncertain economic times and under existing physical conditions. We support Mr. Agnost in his goals.

DISTRICT ATTORNEY

The District Attorney's Office, headed by Joseph Freitas, Jr., is made up of several teams: Investigations, Special Prosecution, Administrative Section, Consumer Fraud, Criminal Prosecution, Victim Witness, and Family Support.

FAMILY SUPPORT

The Family Support Unit was established in January, 1976, by state and federal mandates to recover support obligations owed to both welfare and non-welfare families by absent parents. Basic functions are to obtain child support orders, locate absent parents, establish paternity, collect and disburse child support payments.

This unit employs about 122, with a current year budget of \$2,370,914. However, because of state and federal subventions, it did not require ad valorem taxes to operate. At this writing, the Unit has vacancies which it cannot fill due to the freeze on

DISTRICT ATTORNEY (continued)

employment. We recommend lifting of this freeze as this will hamper the Unit in its collection function, and the salaries are not paid out of ad valorem tax money.

Prior to the establishment of this Unit, San Francisco ranked about last of all counties in California in its collection program. It is now about fourteenth. The Grand Jury was impressed with the drive and motivation of this Unit, which is under the direction of Nancy Keane. It is one of the operations in the City where we saw evidence of a training program, productivity goals, and a reward system for performance.

CONSUMER FRAUD DIVISION

Acting Director Judy Ford heads an enthusiastic staff made up mostly of volunteers and law students. Its mission is to protect consumers from illegal business practices. It utilizes a federally funded complaint mobile unit to make itself more accessible to the public. Information and complaint forms are printed in English, Spanish and Chinese. In 1977 this Division obtained \$100,000 in court awards. We feel this Division provides a valuable service to the citizens of this City.

ADMINISTRATIVE SERVICES

The District Attorney has 85 attorneys, with a ratio of one secretary to three attorneys. This situation is similar to that of the City Attorney where high priced attorneys are doing some of their own typing and filing. The District Attorney is trying to solve this problem by enlarging his secretarial pool, and making the existing one more productive. He hopes to accomplish the latter, with a training program, room dividers to improve working conditions, and with a program to reduce turnover in personnel. This turnover, and lack of adequately trained typists has prevented optimum use of the word processor equipment which would in turn increase productivity of the pool.

THE VICTIM WITNESS ASSISTANCE PROGRAM

This program provides services to victims and witnesses of violent crime. This newly funded federal program is directed by Sue Gershenson with a staff composed of two assistants, clerical personnel, and volunteers.

The program is designed to benefit elderly victims (over 55), victims of rape and domestic violence. Services to witnesses include orientation as to procedures in court, and assistance in getting to court appearances.

DISTRICT ATTORNEY (continued)

This program is currently providing assistance to about 225 persons monthly. Its facilities at 560-7th Street lack privacy for interviewing victims, and sufficient space for training volunteers, who are an essential element in the success of this program.

This new program is already providing a needed service to victims of violent crime in San Francisco.

PUBLIC DEFENDER

The Public Defender's Office, under the direction of Mr. Robert Nicco, operates according to the Charter, and is governed by Section 27706 of the Government Code of the State of California. Over the years the number of referrals to the Public Defender has increased. Over 70% of all misdemeanor and felony cases are referred to him for a free defense. In addition to permanent staff, CETA attorneys, volunteers and interns are employed.

Recent Grand Jury Reports, particularly that of the 1975-76 Jury, have covered the problems of the Public Defender in great detail. The long history of neglect continues. The office is short of space, equipment, personnel, and travel funds.

Individuals confined to State Hospitals and mental care homes require visitation and representation. Those under conservatorship must have their cases reviewed every six months. This area, Mental Health, is under the direction of Estrella Dooley. She reports that the number of cases under her jurisdiction increased 70% in fiscal year 1976-77, or 1,363 cases. About 80% of the cases involve travel outside of the City and there is the chronic problem of insufficient funds for travel.

The Public Defender staffs four courts at the Youth Guidance Center. Mr. Gregory Bonfilio heads this activity. With a staff which includes 5 to 10 law students, and 5 CETA attorneys, Mr. Bonfilio is coping well with an increasingly heavy workload.

Despite the well-known poor working conditions and shortages, the Public Defender continues to provide high quality legal assistance to those in need of his services. The Grand Jury commends Mr. Nicco and his staff for excellent work under difficult conditions.

SHERIFF

The areas of involvement and responsibilities of the Sheriff's Department are management and operation of the City and County jails, courtroom security and the Civil Division.

The elected Sheriff, Richard Hongisto, left the department on December 14, 1977, in good order, to Undersheriff Jim Denman, to manage until a new Sheriff was appointed. Eugene Brown was appointed Sheriff on February 24, 1978 by the Mayor. It is the opinion of the Civil Grand Jury that Sheriff Brown has a tremendous source of information from his present staff. His background as patrolman (on the beat), and community relations specialist for the San Francisco Police Department will give him additional insight into jail personalities. He works very well with Undersheriff Jim Denman. Mr. Hongisto has made himself available to Sheriff Brown for any information that he may need.

In fiscal year 1977-78 the Sheriff's Department lived with a bare bones budget of \$10,370,594. of which 85% was earmarked for salaries. Total staff numbered 387 sworn and unsworn employees; they are budgeted for 405.

The deputy sheriffs assigned to work the jails undergo extensive education and training before and during their jobs in the jail environment. The philosophy of humane treatment of inmates is an ongoing concern of the management and staff.

Jails

Jail No. 6 at the Hall of Justice, handles approximately 90,000 people a year who have been accused of misdemeanors and/or felonies. Here they await preliminary hearings and court dates. The arrestees are booked and processed from one major holding cell, where misdemeanors and felonies are grouped together until fully processed. The mixing of the two types of accused is a problem that the press has fully indicated in their reports. Another problem with the holding cell is that there is only one small window to observe the arrestees. Some of these people may be quite violent or mentally imbalanced, and can be harmful to themselves and others. This kind of situation could go unnoticed under present physical conditions. For example, there was an unobserved death of a young man on May 15, 1978, in this holding cell. Only through the attention of another arrestee was the death brought to the attention of the deputies. An arrestee, depending on the number in the holding cell, can spend from 15 minutes to 12 hours in the cell, until he is processed.

SHERIFF (continued)

We observed a drunk in the "topper" (drunk) tank lying on the bare concrete floor with no mattress or blanket; it was explained that the subject did not want any. Regardless of the situation, it is the feeling of this jury that he should have had these items available to him to prevent extreme loss of body heat resulting in possible medical complications.

The isolation cells are to be used for an inmate's own protection against himself or others due to "coming down" from drugs or psychotic behavior. They are also used upon request by inmates who want to set themselves apart from the rest of the jail population. These cells are not padded, creating a possibility of self-inflicted injury. The deputies check the cells every half hour and log it in the office's book. The system opens a possibility of neglecting a visual check but still logging it. The only assurance of any check is the periodic nurse check, and in the morning a check by a doctor.

In general, the lighting conditions in Jail No. 6's cells are very poor, as is the availability of reading material.

The accessibility of phones to the 400 inmates is inadequate. Prisoner's Services come in twice a week to help with the phone problem, but is still not enough to help the deputies with the communicative needs.

Recreation for the inmates is non-existent.

Jail No. 1 on the 7th floor of the Hall of Justice, houses federal and City and County prisoners awaiting trial in Superior Court. The Sheriff's department receives twenty-one dollars per day for each federal prisoner. This money goes to the City's general fund, of which 25% of it goes to the Special Maintenance Fund for jail improvements.

This jail seemed to be in order; overall cleanliness and organization were good. The four isolation cells in this jail are padded and the inmates here are checked daily at 8:00 A.M. by a nurse and every half hour by deputies. Here, as in No. 6, the possibility of neglect by a deputy to ignore a check is repeated.

Limited recreation is available in the jail's chapel, where there is a universal gym that the prisoners can use. However, the space is inadequate. The "recreation area" is limited to 24 inmates at a time. Exercise is available two hours a day from 9:30 A.M. to 11:30 A.M. Each group is allowed one hour; therefore only 48 out of a jail population of approximately 350 inmates exercise on a given day. This means that an inmate has an opportunity for only one day of exercise per week.

SHERIFF (continued)

Presently there is a study being made to convert an existing helicopter pad on the roof to an outside recreation area. Money for conversion is being sought through Capital Improvement Funds.

A major problem of an outside recreation area, which demands careful study, is the need for good security.

We concur that recreation is badly needed but we also realize that the City has to deal first with highest economic priorities.

Jail No. 3

The women's jail on the seventh floor of the Hall of Justice involves prisoners in both Municipal and Superior court cases. This facility appeared to be in good, clean order. There are eight large cells which were very nicely decorated. The atmosphere seemed pleasant. There is good lighting and one universal gym, located in a central back niche, as their only source of exercise. This appears to be inadequate for the number of female inmates. At last report, the area was just painted.

The Work Furlough Programs for State, City and County are located for the applicable men and women offenders at 930 Bryant Street and on the 6th floor of the Hall of Justice, respectively.

The programs are oriented to selected inmates who are permitted to leave confinement for employment or to pursue education or vocational endeavors. Its main feature, aside from being a tax saving, is that an inmate is allowed to maintain his employment, support his family and handle other monetary obligations. Work furlonghees pay \$3.00 per day for administrative costs and provide for their own meals at a restaurant of their choosing. This program in essence allows the inmate to choose a responsible attitude as to his or her placement in society.

The men's Work Furlough Program was offically begun and budgeted for in 1968. The women's Furlough Program is state-mandated but has not been budgeted. It exists out of the Sheriff's budget. To date budget requests have failed for the women's Work Furlough Program.

We commend Mr. Marvin R. Pugh, Director of Work Furlough Program for his good work. There was an 83% successful adjustment rate in 1977.

SHERIFF (continued)

Jail No. 2 and No. 4

Jail No. 2 (Men's) and No. 4 (Women's) in San Bruno are built on 110 acres of country land. Its purpose is to house up to 700 men and 50 women who have been sentenced for less than one year. San Bruno also services surrounding counties' prisoners for \$21.00 a day. These fees along with the previously mentioned federal prisoners' fees have generated \$180,000 for jail improvements.

The men's jail is currently undergoing plans for a new visitor's room to replace their circa 1935 cage-like room. This \$92,000 funded improvement will provide non-contact and contact visiting. Contact visiting seems to be a national trend in jails, which is one of several innovations in the jail system to help create more humanization, responsibility and less dependence on imprisonment as a life style. The visiting room will also serve as a lunch area for deputies and a class conference area. With the present 80% jail recidivism rate, any tool to help cut it down is welcomed.

San Bruno's educational program is excellent; its emphasis is on the removal of barriers to learning. The program is co-ed and is run by a specialist from Mission Community College. The success rate of this program is very high and one high school credit unit is given per 15 hours of instruction. They teach basic skills (reading, writing, etc.) with typing and a jail newspaper to augment the program.

The Prisoner's Assistance Program located in the men's jail provides a wide range of services to both jails. Its team of 15 staff and 60 CETA supply assistance in bio-feedback, paralegal services, child legal services, transcendental meditation, drug and alcohol services, etc. The jury found this program commendable.

Since the funding of \$192,000 to Jail No. 2 in 1976-77 for its "poorly equipped medical facilities", nothing has been physically done. These funds are presently being held back for possible better use in Jail No. 2 and other jail medical facilities. The Sheriff's Department is looking into having its illegal "Squirrel Cages" phased out and replaced by 5 to 6 "Seclusion Cells" to be built in its infirmary. In late May 1978, it was estimated that these cells may cost \$30,000 each. Because of the present high cost, the Sheriff may have to seek additional federal funds through the L.E.A.A. This will probably delay the improvements of the jail's medical facilities.

Jail No. 2 has 10 inmates and one civilian chef

SHERIFF (continued)

to cook Jail No. 4's and its own food. The food services have greatly improved from its previously poor quality and short rations. With the funding of a total of \$1,010,000 for the City's jails, it has raised the previously budgeted 56 cents per meal to 76 cents, and changed the jails' food service administrator. Better planning has been instigated to allow for the rise in food costs, menus and nutritional requirements. Undersheriff Jim Denman is looking into a pre-packaging food program for the jails. It is estimated that a 5% savings would result because of equal portions.

Jail #4 is in need of a phone that works for only local calls. At present, it has one pay phone that demands the attention of a deputy to prevent long distant phone charges to the jail. This jury recommends a better phone as mentioned above; this will aid in better utilization of the deputy's time and the department's money.

This jail appeared clean and orderly. The women's cells reflected more privacy and self expression in the cells' decor. There is adequate recreation through the alternate use of the recreational field with the men in Jail No. 2.

The Grand Jury would like to note, that the San Bruno jails as well as the jails at the Hall of Justice prescribe drugs for "pain" to over 50% of their inmates. The main drug that is used is Darvocet. Dr. Peters and Dr. Waters of the County Jails Medical Services have been informed of this finding and it is hoped that proper attention will be focused in this area. We understood that the doctors working in this area are left up to their own "subjective" decision, but it is the Jury's opinion that the Administrative Medical Officials should be aware of this too.

Proper distribution of drugs is a problem in the jails and, at present, the Sheriff's Department is investigating a plastic prisoner labeling system to improve the security in this area.

Security Ward - San Francisco General Hospital

The Security Ward at San Francisco General Hospital has a capacity of 23 beds and provides to its patients (2/3 medical and 1/3 psychiatric) medical care equal to that provided to the rest of the hospital's patients. It has an excellent T.V. camera security system that switches automatically from the ward to the front door and back when a person approaches the entrance.

SHERIFF (continued)

The Jury commends Lieutenant Edgar Flowers and his staff of 22 deputies for their devotion; many of them go overtime, without additional pay, to complete their security work. Overtime funds have been depleted. The deputies also provide emergency help when needed to the rest of the hospital.

This ward is to be replaced by a new and improved Security Ward, 7D, in September of 1978. Other County Sheriffs have viewed this 24 bed capacity facility to study its innovative security features: special T.V. scans, walls, windows, etc.

The new ward will have one-half coverage in special security windows because of lack of funds and high cost. Lieutenant Flowers has emphasized that the present planned window system leaves a possibility of escapes. It is suggested that the City will be "penny wise and a pound foolish" if it doesn't correct this while the ward is still being constructed. To date, the funds have been denied.

Court Room Security

The Sheriff's Department supplies the Municipal and Superior Courts with 82 Senior Deputies to provide courtroom security. The current use of senior deputy sheriffs for courtroom bailiffs reveals illogical use of experience and training by this department as compared to other counties. This situation has sparked ideas by the Sheriff's Department's top people to correct this problem. This observation has caused an inter-departmental look into the entire bailiff system. The problem, being a cause and effect of Civil Service, would have to be changed legally.

One problem that is general knowledge to many, and should be changed, is that since a high percentage of senior deputies work a 40 hour week, 8 A.M. to 5 P.M. with weekends off and most bailiffs work this way, the work schedule does not match the court's schedule. This situation consequently creates the use of overtime in order to provide service to the courts and a waste of time and money spent during the hours when the bailiff is not yet needed in court.

Senior deputies in the bailiff system, age group of 30 to 40 years, who have accumulated a great deal of sick leave tend to use it very often. Because of their age, they tend to be out on job related disabilities. These two facts create absences, thus a need for filling the bailiff position for a period of time, robs the jail system of personnel, in order to provide services to the courts.

SHERIFF (continued)

It has been suggested that the bailiff system should be legally changed in order to provide service to the courts without the use of overtime; a change of bailiff's work time schedule is all that is needed in this area. In addition, time on the job would be more productive.

Another suggestion is to abolish the present bailiff system whereby using the 82 bailiffs, senior deputy status, as supervisorial personnel at the jails, but still to be used in the courts as bailiffs on a rotating basis with the other deputies in the department. This rotating system would reduce cost in training and overtime. It would also give an overall opportunity for all deputies to be relieved of jail environment at one time or another, creating a feeling of fairness throughout the department.

Civil Division

This division of the Sheriff's Department supplies services for collection for creditors, keeper levies on businesses, civil arrests and auto seizures, garnishment and evictions. Through its collections, by court writs in the above areas, it disbursed, for 1976-77, \$3,335,743 to creditors. of which \$224,831 were deposited in the County General Fund as fees collected for these services. This activity is an exclusive service rendered to the taxpayer without the costly duplication common to many counties which have Sheriffs, Marshals and Constables, each duplicating the functions of others.

Although this division has had no budgetary increases for several years, it has been able to handle the work load with its staff of 20 and 11 deputies. It processed 42,892 services for 1976-77.

The Civil Division is an "economic indicator" of our times and it is predicted that the effect of Proposition 13 will greatly increase this division's work load because of the possibility of increased unemployment.

Evictions have grown to 1,400 a year. Sheriff Brown has been monitoring this area and it is his opinion that a new volunteer community relations unit be created to help "people facing evictions find alternative housing, to put them in touch with social services agencies and to tackle other problems they might have". This unit would operate before the court-ordered eviction.

Edward J. Sosa
Ronald P. Rubia
Robert D. Au, Chairman

ASSESSOR

The Assessor is responsible for appraising over 180,000 properties, worth more than \$13 billion, and processing these appraisals into an assessment roll. This provides the major source of revenue for the City and County, the San Francisco Unified School District and the Community College Board.

The California State Board of Equalization is mandated to survey the performance of the Assessor's Office every six years. The Report of a survey made in 1976 was released in March 1978. It states that there has been improvement since the time of the previous survey in 1970. Many of their recommendations have been implemented, at least in part, but they believe that "more could and should have been accomplished". They doubted, however, that all the 1970 recommendations could have been implemented without more budgetary support.

The latest report makes 25 specific recommendations. Within one year of publication, the Assessor is required to provide the Board of Supervisors a written explanation of the extent to which he has complied with these recommendations. Based in part upon this report, the Assessor requested 24 additional people, including 10 appraisers and 10 assessment clerks. This request has been cut from the budget.

Prior to passage of Proposition 13, the approved budget for the Assessor totaled \$3,634,326, an increase over the current year of \$277,159, or 8%, and included 128 personnel. By comparison, if the Assessor had received the extra personnel requested, his budget would have increased 26%, to \$4,238,684.

Under provisions of Proposition 13, the new assessment roll must be completed by August 1st, and the Assessor will have difficulty meeting this deadline. For example, there have been an estimated 43,000 transfers or sales of property since the 1975-76 tax roll which is the base year under Proposition 13. These properties will have to be reappraised to establish their current value.

We would like to express our appreciation to the Assessor, Mr. Joseph Tinney, and his staff for their fine cooperation with the Grand Jury.

TREASURER

The Treasurer, Mr. Thomas Scanlon, is responsible for the safekeeping of all money and securities belonging to the City and County. His office handles the daily receipts and disbursements, and also invests surplus money in order to earn as much income as possible. The estimated income from these investments for this year is \$24,667,486, at an average rate of interest of 6.55%. For comparison, last years' rate of return was 5.86%.

Two computer systems, Moneymax and Telerate, provide the Treasurer with up to the minute information on the best investment possibilities.

It should be noted that thousands of dollars in interest are lost unnecessarily when departments receiving checks do not immediately turn them over to the Treasurer. For example, a two million dollar Federal subsidy check held over a weekend undeposited would lose a thousand dollars in interest.

The Grand Jury would like to thank Mr. Scanlon and his staff for their cooperation, and commend them for efforts to improve the cash management of the City and County.

Joseph McKinley

Michael J. O'Brien

Margarita V. Tallerico, Chairman

ADULT PROBATION DEPARTMENT

The Adult Probation Department, located in the Hall of Justice, is headed by the Chief Adult Probation Officer, Walter Morse. The department deals with convicted felons, misdemeanants, pre-trial investigation, and community programs. The department operated on a budget of \$2,247,000 last year.

A great deal of reorganization took place in the department last year. The need for more supervisory personnel was filled by trading three senior line officer positions for two supervising officer positions, and the upgrading of a clerical position to clerk supervisor. This gave the department nine supervising probation officers.

The Superior Court and Municipal Court investigating and report writing staffs, which had been separate, were combined to provide adequate staff for all such functions performed by the department.

The Community Services Division, which performs supervision of probationers was changed from six units of one supervising officer and eight line officers to five units of one supervising officer and an average of seven line officers. The division has four units assigned to the City, and one out of the City. The City units are assigned fewer cases to provide better service to residents. The geographical division of the units was set up to provide economic and efficient service, and to improve neighborhood relations. Unfortunately, this proved to be less than ideal because of the transience of the City's population. Cases are now first assigned geographically and are not reassigned if a client moves to a different neighborhood.

The problems encountered by the department are fairly common to many City departments. They are:

1. Lack of space
2. Poor equipment
3. Lack of clerical staff
4. Poor morale, due to the Civil Service problem

Many times an officer must share interview space with another officer. This creates a lack of privacy and confidentiality for the probationer.

Much of the department's equipment is very old and in constant need of repair.

ADULT PROBATION DEPARTMENT (continued)

The officers are responsible for the writing, and frequently typing of numerous lengthy reports. The poor quality and limited availability of typewriters causes a delay in this process. It is felt that officers should be freed from the writing and typing of reports to concentrate on investigation and supervision of clients.

The clerical pool is composed of six typists, which hardly seems adequate with a staff of sixty-three officers and trainees, who handled a case load of over 8,000 cases, all units combined.

We urge consideration of the following recommendations:

1. Provide, at the least, sound-proof cubicles for the interviewing of clients.
2. Purchase better equipment to withstand the constant hard use the machines are given. This should include dictaphones, and word processing machines, as part of an increased typing pool, which would free officers from clerical duties.
3. No attempt will be made by us to solve the Civil Service problem of temporary status which has been in litigation for several years. We do urge a rapid and workable solution to the obvious dilemma faced by City personnel.

While the Adult Probation Department has faced the problems of low employee morale and inadequate facilities for its clients, the department deserves praise for its high level of devotion to duty.

THE SUPERIOR COURT

The Superior Court, with Judge Lawrence S. Mana, Presiding Judge, has courtrooms located in the City Hall, Hall of Justice, California Hall and the Youth Guidance Center. The yearly budget for 1977-78 was \$4,480,463. The Superior Court has maintained its efficiently run court calendar, which has been a source of pride in the past.

We decided that a look at the Civil Grand Jury as a whole, might be in order. We would like at this time to present a few suggestions to Judge Mana, and his colleagues, regarding the Civil Grand Jury.

It has come to our attention, in the past year, that

THE SUPERIOR COURT (continued)

many of the recommendations made by past Grand Juries have not been followed.

A prime example of this is the letter written by Mr. Robert Graham, the foreman of the 1976-77 Civil Grand Jury, to Presiding Superior Court Judge Henry Rolph. In his letter Mr. Graham mentioned many of the things which have continued to frustrate us, as Civil Grand Jurors, this year.

Unfortunately, it was realized by some of us, far into our term, that a lack of time for our duties was an increasing problem. Most of us were employed, and many of us were students. While many faced this problem, there were a few who were not able to cope with it. Several people left the Grand Jury mid-way into the term, one for lack of time, and several for personal reasons. A long period of time elapsed before the alternates became members and this caused further problems. Some of us were on committees chaired by the jurors, which caused some anxiety and frustration. We were advised to wait a little longer before we attempted to begin investigations without a chairman. (With a little more than six months to investigate some of the departments, we felt a great deal of pressure.) We continued to question our advisor about when the jurors could be expected, and were told that he had communicated our feelings to Judge Mana. We are fully aware of the pressing schedule of the judges, especially the presiding judge, but we still feel that more attention should have been given to this issue.

We would like to recommend that prospective Grand Jurors be made acutely aware of the dimensions of the commitment they are accepting. Perhaps the present Jury might have an opportunity to speak with newly-sworn Grand Jury members regarding problems we faced, and present suggestions we might have. This might make the awesome-looking duties somewhat clearer and less foreboding.

In the event that some of the original jurors are unable to complete their terms, we recommend that the alternates be sworn in without delay. This should help the alternates in adjusting to their new roles, as well as keeping the Jury, as a body, working in an expedient manner.

We will not attempt to cite any other examples of Grand Jury recommendations not being followed. We would like to say that this problem creates a feeling of frustration and futility for the people who have devoted a year of their time to performing investigations and making recommendations. If our investigations and recommendations are not given serious consideration, then a great deal of our time and the taxpayer's

THE SUPERIOR COURT (continued)

money is being wasted. We realize that immediate action cannot be taken on all recommendations. We can accept this as long as we are provided an explanation.

In conclusion, we would like to thank the City and County of San Francisco for providing us with this very unique and educational opportunity to perform our civic duty.

MUNICIPAL COURT

The Municipal Court, with Judge Frank E. Hart presiding, is responsible for providing court services of the following nature: civil cases where the amount in controversy is less than \$5,000; criminal cases including misdemeanors and felony preliminary hearings; and traffic citations.

The Court operated on a budget of \$6,597,264 in Fiscal Year 1977-1978, with a staff of nineteen judges.

Several programs have been recently instituted. An experimental Small Claims program by the San Francisco Bar Association and the Court, funded by the San Francisco Association, was tried for a period of a year and expires on July 1, 1978. It opened a Small Claims Court on Saturday but received poor response from the public.

The new Brown Experimental Bill provides better public service, in that, it must operate a minimum of one Monday evening court and one Saturday court. In June, the court will be open on two Monday evenings, and in July on two Saturdays. Two attorneys will be available to assist in the filing of claims, and to answer legal questions. The first Monday evening court had seventeen cases scheduled, and had fourteen contestants show up. This program will expire in April of 1979.

In both experimental programs, the judges received no additional pay for their services.

The instant traffic program has also provided additional service for the public. When a citation is issued, the driver may go to court the same day for a hearing with a minimal wait if he so elects, or pay his fine.

The present computer traffic citation system has been found to be costly and complicated; and a study by Coopers

MUNICIPAL COURT (continued)

and Lybrand Consulting Firm suggested a simpler program for the large volume of traffic citations processed. The program would reduce cost and complication by simplifying manual and computer operations to process a large number of traffic citations.

Some problems facing Municipal Court are lack of storage, lack of availability of floating bailiffs, and a general lack of security for criminal cases which overflow into City Hall.

Microfilming of records is a possible solution to the space problem; but two conflicting laws on destruction of records are preventing optimum use of microfilm. Microfilm can be used as primary evidence in court; but until the conflict is resolved, original records must be stored in the basement of City Hall and Bekins.

The courts are now utilizing three bailiffs who "float" between courts during civil hearings. The system works well with the exception of criminal cases which are frequently tried in City Hall. A buzzer system which would summon all bailiffs to a particular area is being worked on; but a date for completion has not yet been set.

Criminal cases provide a general security problem as City Hall is not equipped with maximum security facilities, such as separate elevators, corridors, and secure holding cells for accused felons. This presents a problem for securing prisoners, and endangers the public.

We recommend the following:

1. Press for a solution to the legal aspects of microfilming records.
2. Have the buzzer system installed without further delay. This should be made a priority item for the engineering department as public safety is involved.
3. The security problem should solve itself when the new wing of the Hall of Justice is completed, and the overflow problem is solved. This will also, hopefully free one of the present courts being used to try criminal cases for a jury waiting room. In the interim, we recommend a bailiff in each court room trying criminal cases, as is now being done, and installation of the aforementioned buzzer system.

In conclusion, we would like to commend Judge Hart

MUNICIPAL COURT (continued)

and his staff of their progress in dealing effectively with their problems.

YOUTH GUIDANCE CENTER AND JUVENILE COURT

The Youth Guidance Center and Juvenile Court are located at 375 Woodside Avenue and are headed by Joseph J. Kennedy, Presiding Judge, and Joseph Botka, Chief Probation Officer. They provide court services, probation services, detention, private placement and crisis intervention of law offenders under eighteen years of age. Their budget for the 1977-78 was \$7,781,500.

There were 1334 juvenile petitions for law violations filed during the calendar year 1977. The highest incidents of offenses were in the areas of robbery, burglary, and thefts. The highest number of offenses committed took place in the age group fourteen to seventeen years.

Juvenile Hall provides temporary detention for an average of forty-five juveniles per day for periods usually not exceeding eight days. Since the passage of AB 3121 which requires that status offenders be housed in an open setting separate from that of delinquent offenders, one of the cottages has been turned into an open cottage with co-ed population and staff. A new program was developed for status offenders in the community-based detention facility run by Youth Advocates under a federal grant.

Log Cabin and Hidden Valley Ranches provide housing, detention, and education for the offender, who, in the court's opinion, will benefit by longer periods of being away from his usual environment.

Log Cabin Ranch, under the capable and devoted direction of Mr. James Licavoli, is located in La Honda. It has a capacity of eighty-six students with an average daily population of fifty-eight. They range in age from sixteen to eighteen. With eight new supervisory management personnel, the whole ranch program has been upgraded since the Teledyne Fiasco mentioned in the 1976-1977 Grand Jury Report. Log Cabin takes youths from counties which have no detention facilities and charges the counties \$725.00 per month. Hidden Valley located on the same property also operates such a program. The fees go into the City's general fund.

We thought, based on the great progress made in

YOUTH GUIDANCE CENTER AND JUVENILE COURT (continued)

reading levels of the students, that the San Francisco Unified School District has provided a sound educational program for the Ranches.

In general, we found a reasonably happy population at Log Cabin Ranch. The boys are housed in dormitories which seem to satisfy their needs. They are provided with a variety of activities, and make good use of the facilities. Their weight-lifting room, which is a converted shack with a concrete floor, needs minimal repairs such as painting, and the repair of holes in the floor and walls.

Log Cabin Ranch has an enthusiastic staff that is sympathetic to the needs of the students, and capable of fulfilling them. They are to be highly commended for their worthwhile efforts and their low runaway rate (six students in one year's time).

Hidden Valley Ranch is directed by Mr. Donald Carlson. Its capacity was lowered from one hundred to sixty-five to provide a lower ratio of students to teachers. They have an intensive reading program using books, which are primarily donated to them. They also provide many field trips and activities for the boys.

Hidden Valley has a higher incidence of runaways than Log Cabin. The problem possibly stems from previous placements in other out-of-home facilities, and the immaturity of the age group, which is twelve to sixteen years of age. They had twenty-four runaways in a three month period; most of them repeaters.

Probation Services provide both probation officers to work with offenders and a Family Crisis Intervention Division. This unit strives to prevent detention of juveniles by dealing with parent-child problems through casework, and utilizes Social Services to intervene in child neglect and abuse problems.

Private placement of juveniles who must be removed from their families but who do not require detention is another service provided by the Youth Guidance Center. The placement of youths in Bay Area group homes and boarding schools rather than Northern and Southern California facilities utilizes community and family resources. It facilitates the child's return to his local community.

The department received ten new vehicles which it was promised by the City. This should greatly relieve the problem of officers using their own vehicles for the transportation of the youths. It eliminates the danger of unsafe

YOUTH GUIDANCE CENTER AND JUVENILE COURT (continued)

vehicles formerly used by the department.

This department must also deal with the frustrating problem of temporary positions. We urge prompt resolution of this problem through the Civil Service Department.

Recommendations

Despite the fact that the educational program at the ranch was adequate, we felt additional emphasis should be placed on vocational training.

The auto shop teacher was on disability for a period of a year and a half. A substitute was not hired because of the possibility of the teacher returning to work. We felt that the School Board was somewhat remiss in not finding a more rapid solution to the problem. Services which were being paid for were not being provided. The problem has since been partially resolved. The auto shop teacher has resigned and has not been replaced.

Funds for a full time registered nurse have been approved in the 1977-78 Budget. This should further reduce the number of visits into the City for medical attention.

This committee also feels that a policy to hold status offenders for twenty-four hours to ascertain whether or not there are any warrants against them should be adopted.

Dealing with the problems of juvenile offenders is a complex subject and we feel that Judge Kennedy, Mr. Botka, and their staffs, deserve a great deal of credit for their patience and diligence in dealing with these problems.

LAW LIBRARY

The Law Library, located in City Hall, with a branch in Mills Tower is headed by Harold Rowe, librarian-secretary. There are sixteen employees in both branches. Over fifty percent of the people who use the Law Library are lay people. During Fiscal Year 1977-78 the Law Library received \$310,300 in Municipal and Superior Court filing fees, interest from U.S. Bonds, utility bonds, savings accounts, and interest from miscellaneous income. In addition to fees and other income a total of \$82,573 was appropriated by the City and County, including mandatory fringe benefits.

LAW LIBRARY (continued)

The net expenditures for both branches were \$313,771.

A total of 254,289 volumes and 3,860 periodicals, texts, reports, and other miscellaneous volumes are contained in both branches, according to the most recent figures.

Due to the large number of volumes contained, and limited space available, many books are not shelved and can be found in large piles on the floor. They are, however, catalogued correctly, so they can be easily located by persons using the library.

A point of great interest to us was the collection of old and rare books housed by the Law Library. One of the volumes was pre-Gutenberg Press, with hand-written illuminated capitals and hand-numbered pages. These volumes are not in locked cases. Mr. Rowe felt that locking them up would serve to draw attention to their value, thus, making them a mark for theft.

This Committee felt that the lack of space was the big problem faced by the Law Library. Each year, an increasing number of volumes and periodicals must be purchased to keep the resources current. Storage of books and periodicals in other facilities seems impractical as they should be available at all times for reference.

We do not wish to disagree with Mr. Rowe but we feel that the rare volumes he has should be kept in a more secure setting.

We wish to commend Mr. Rowe and his staff on the accessibility of volumes despite the obvious lack of shelving available. We highly recommend that some provisions be made to eliminate this problem.

Perhaps one of the soon-to-be vacated court rooms in City Hall could be divided by the use of partitions. One half could then be used by the Law Library and the other as a jury room for the use of the Courts.

Margarita V. Tallerico

Steven H. Rosen

Jane F. Reeve, Chairman

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OF PUBLIC LIBRARY

**GRAND JURY
REPORTS**



**CITY AND COUNTY OF
SAN FRANCISCO
CALIFORNIA**

FINAL 1978-79 CIVIL GRAND JURY REPORTS

TABLE OF CONTENTS

V	Foreman's Letter to the Presiding Judge
VI	Introduction
96	Adult Probation Department
31	Aging, Commission on the
52	Agriculture and Weights and Measures, Department of
11	Airport
72	Animal Control Center
4	Art Commission
71	Asian Art Museum
90	Assessor
6	Board of Education
69	California Academy of Sciences
42	Chief Administrative Officer
75	City Attorney
26	City Planning, Department of
36	Civil Service Commission
8	Community College District
2	Controller
46	Coroner
52	County Clerk
76	District Attorney
45	Electricity, Department of

TABLE OF CONTENTS (continued)

3	Electronic Data Processing
10	Emergency Services
70	Fine Arts Museums
50	Finance and Records, Department of
9	Fire Department
33	Health Service System
29	Human Rights Commission
100	Law Library
1	Mayor
98	Municipal Court
22	Municipal Railway
26	Parking Authority
15	Permit Appeals, Board of
13	Police Department
17	Port Commission
51	Public Administrator - Public Guardian
79	Public Defender
54	Public Health, Department of
15	Public Library
39	Public Service Employees - CETA
59	Public Works, Department of
57	Purchasing Department
61	Real Estate Department
51	Recorder
27	Recreation and Park Department

TABLE OF CONTENTS (continued)

51	Registrar of Voters
34	Retirement System
83	Sheriff
29	Social Services, Department of
92	Superior Court
64	Supervisors, Board of
50	Tax Collector
90	Treasurer
19	War Memorial
31	Women, Commission on the Status of
94	Youth Guidance Center and Juvenile Court

MEMBERS OF THE 1978-79
CIVIL GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

Mrs. Flora Aramian	Miss Vivian M. Kalil
John S. Collins	William D. Kremen
Mrs. Clara T. Delgado	William Noaks
Charles K. Desler	Morris Rabkin
Miss Elizabeth A. Dowd	Mrs. Genelle Relfe
Miss Edith T. Griego	Mrs. Mildred D. Rogers
Frank Harrison	Mrs. Rebecca S. Turner
Marvin Jones	Mrs. Blossie C. Williams

Miss Olimpia M. Xavier

Mrs. Kay L. Galloway, Secretary

Robert W. Ecoff, Foreman

Impaneled, July 6, 1978

Discharged, June 30, 1979

CITY AND COUNTY OF SAN FRANCISCO GRAND JURY

OFFICE

ROOM 165, CITY HALL
TELEPHONE: 558-5010

Honorable Francis J. Mayer
Presiding Judge, Superior Court
City and County of San Francisco
Room 457, City Hall
San Francisco, California, 94102

Dear Judge Mayer:

On behalf of the members of the 1978-79 Civil Grand Jury
I am submitting to you their Final Reports.

Jury members have been conscientious in the preparation
of these reports. However, it is impossible to make a complete
and thorough investigation of a government as complex as San
Francisco by so few in such a short period of time.

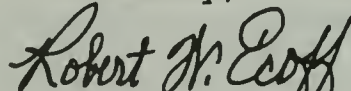
At the time members are chosen to serve on the Grand Jury
we believe more stress should be given to three areas of their
interest. First, is the considerable amount of time and effort
that is required of each participant. Second, the effect of
Section 930 of the Penal Code as it relates to reports, should
be thoroughly explained. This point has been elaborated on in
the introduction of the report. Lastly, it should be made clear
that each year investigations should be concentrated upon the
Major Departments of the City and County Governments, other de-
partments to be investigated only every fourth year.

The Jury would particularly like to express its thanks and
appreciation to Mr. Michael Tamony and his staff for their
active assistance and support.

I would especially like to thank the members of this Jury for
their dedication, cooperation and support during this last year.
Each one has made his or her own unique contribution, not only
to the final report, but also to the many meetings and discussions
held throughout the year.

We hope our findings and recommendations will be beneficial.

Sincerely,



Robert W. Eloff, Foreman
1978-79 Civil Grand Jury

INTRODUCTION

During the term of this Grand Jury three events have taken place which have had an influence on these reports.

First - the implementation of Proposition B severely limited the budget of the various departments. Although we understand these restrictions, recommendations have been made for additional money in those cases where we believe it is warranted. Also areas have been pointed where we believe funds can be saved.

Second - the tragic deaths of Mayor Moscone and Supervisor Milk have had a tremendous impact on the city.

Last - the riot at City Hall on the evening of May 21st. As a result of this occurrence the Jury spent much of the remaining month of its term investigating the events that occurred at City Hall that evening. We felt that we had a duty to the citizens of San Francisco to do this before the circumstances became obscured with the passing of time. Also it was our opinion that it would take a new Grand Jury time to obtain the investigative experience we had procured throughout the year. Unfortunately the investigation was not completed. A request to extend the time of this Grand Jury 30 days was denied by the Presiding Judge. Sworn testimony and documents pertinent to the investigation are being forwarded to the Presiding Judge. These consist of:

- (1). Eight booklets of transcribed testimonies, a total of 585 pages.
- (2). Exhibit A, A poster announcing a demonstration after the Dan White verdict.
- (3). Exhibit B, the Incident Report of the San Francisco Fire Department for May 21 and 22, 1979.
- (4). Major Incident Report City Hall Riot 05/21/79 to 05/22 79, San Francisco Police Department.
- (5). A list of estimated cost of repairs to buildings in Civic Center by the Department of Public Works.
- (6). A letter dated June 15, 1979 from the Director of Public Works to the Chief Administrative Officer regarding City Hall Sound System, and one hundred and twenty-one police photographs of events at City Hall on May 21st.

Therefore, we strongly urge the incoming Civil Grand Jury to make the completion of this investigation one of their first orders of business.

INTRODUCTION (continued)

The Grand Jury System

This Grand Jury strongly recommends that the Board of Supervisors pass a resolution urging the State Legislature to revise parts of the Civil Grand Jury System.

First, we believe that Section 930 of the Penal Code should be amended. This section is incompatible with the oath taken by Civil Grand Jurors. Section 930 states that: "If any Grand Jury shall ... comment upon any person or official who has not been indicted by such Grand Jury such comments shall not be deemed to be privileged." However, the oath taken by Civil Grand Jurors states that they "... will diligently inquire into, and true presentment make, of ... matters ... subject to investigation..." It further states that jurors will not leave any department or governmental entity uninvestigated through fear but in all presentments will present the truth according to the best of their skill and understanding.

The effect of Section 930 is to inhibit a true presentation of all the facts when the possibility of libelous action exists, even when groundless. We are of the very firm opinion that the removal of civil immunity from Grand Jurors is a strong deterrent to the effective performance of their task.

Second, we urge that legislation be enacted to carry the expertise of the outgoing Grand Jury to the incoming one. Assembly Bill No. 1809, which has been referred to the State Assembly's Committee on Criminal Justice, is one means by which this can be accomplished. This bill provides for service by Jurors for two consecutive years, of which one-half would be members impaneled the previous year.

It has been the experience of this Grand Jury that a considerable part of the term is spent becoming familiar with various departments and matters that require investigation. This is true even with the availability of previous Grand Jury Reports. About the time sufficient knowledge is obtained to make searching inquiries there is little time to do so before the term is ended. If personnel with the experience and knowledge of the outgoing Grand Jury were carried over to the incoming Jury much of this delay would be eliminated. Not only would valuable time be saved but the Jury would be able to carry out its functions with greater efficiency.

Finally the Code should have some provision for making the department heads more responsive to the Grand Jury recommendations by making their replies public. One solution would be to require the responsible officials to conduct public hearings when the same recommendations have been made by two or more Grand Juries and corrective action has not been taken. The present code has little or no requirement for action other than a written reply to the Board of

INTRODUCTION (continued)

Supervisors and the Presiding Judge regarding the Jury's recommendations. Such a lack of procedures weakens the purpose of the System.

The Trend of The City

Being given the privilege of observing the overall picture of the City's activities this past year, the Grand Jury members feel it has become increasingly apparent that the City is placing greater and greater emphasis on tourism.

This is evidenced particularly by support with funds and energies of such projects as the George R. Moscone Convention Center and its surrounding properties. The expansion of tourist facilities on Port property is another example. These are being done while neglecting to give proper support, by adequate maintenance and capital improvements to existing City facilities. There is also a diminished interest in maintaining light industry in the City, which has a sound economic base and stable employment. However, greater reliance is being placed on service industries relating mainly to tourism with less stable and lower paying jobs.

These comments are offered not in support nor as criticism of this trend. It is to call to the attention of the citizens of the City the direction in which the City is headed and to give them the opportunity to reflect upon which political and business leaders will most closely represent their desires for the future of San Francisco.

MAYOR

1. This Grand Jury wishes to express its grief at the assassinations of Mayor George Moscone and Supervisor Harvey Milk.

2. This Grand Jury did not have the opportunity of meeting with the late Mayor George Moscone, but from what we have been able to gather, he was a dedicated man who wanted to do his best for the people of San Francisco. Of course, in a City of our size, we found those that disagreed with his policies -- none the less we shall all miss him.

3. After Mayor Feinstein's installation, she was able to meet with this committee only two times.

4. We commend Mayor Dianne Feinstein for gathering the City together and continuing to run our municipality.

Most recently Mayor Feinstein and her delegation returned from the People's Republic of China. This was the first time ever that a delegation from the United States was led by a Mayor.

Mayor Feinstein succeeded in having San Francisco and Shanghai participate in a Friendship City relationship, the world's largest city, and like San Francisco, a port city and a city of high culture. This still has to be ratified by the Shanghai Revolutionary Committee when it meets next month. No American city has had such a relationship with a city in China. If all goes well this will be approved by the Revolutionary Committee in July and then, either in late summer or early fall, Shanghai will send a delegation to San Francisco for the formal signing ceremonies. Clearly, the Friendship City agreement was a most important achievement.

Other accomplishments were, obtaining a commitment that the first Chinese flag ship, following the signing of Maritime agreements between China and the United States, will come to the Port of San Francisco. In addition, the Chinese will be sending a delegation to inspect our Port next month. If all goes well, the promise of a great deal of trade between the Port of San Francisco and China looks very good in the future. Mayor Feinstein says that it won't happen overnight, but it will happen.

Indications are that the first charter flight from Shanghai, our future Friendship City, will land at San Francisco International Airport. Ours will be the Gateway City for China.

The first Chinese Trade Fair in the United States will be held right here in San Francisco, probably in the fall of 1980. Our competition was New York and Chicago, which will have shows, but after San Francisco.

MAYOR (continued)

In the words of Mayor Dianne Feinstein: "It was a fantastic trip and a most successful one." We congratulate the Mayor and her committee on their accomplishments.

CONTROLLER

On each occasion that this Grand Jury met with the Controller, the first question we asked was: "In what shape, financially, is the City and County of San Francisco?" Each time the Controller answered that the City is in fine shape, financially. The last time we met with the Controller and his staff on May 17, 1979, the Controller told us that for the year 1978-79 we would have a \$59 million surplus; that we expect State bailout monies, (because of Proposition 13), to be about \$117 million, that General Obligation Bonds of \$14 million were sold and given AAA ratings by Moody's and an AA rating by Standard and Poor's; that the \$97 million bonds for the George R. Moscone Center were also sold easily. The above sounds good and is, but there are certain things that do have to be pointed out and acted upon if this department is to function properly and efficiently.

Of the \$59 million surplus, \$20 million are monies that have been appropriated by various departments in the City and County and not used during the year 1978-79. These monies are put in the Controller's General Fund. Consequently, our surplus is actually \$39 million. There are financial accounting problems, as pointed out by the Touche Ross & Company report on their audit for the fiscal year ending June 30, 1978 and submitted to the Board of Supervisors on January 22, 1979. In particular they comment upon the deficiencies in the current operations of the FIRM (Financial Information and Resources Management). Also included in their report is that the Controller's system of internal accounting control conforms to generally accepted auditing and accounting systems. At this point, it should be noted the Controller's letter to the Board of Supervisors dated February 23, 1979, comments on this report. The Controller's office is rectifying many of the deficiencies noted in the Touche Ross & Company report.

During our meeting with the Controller and some of his staff on May 17, 1979, he told us that some of the deficiencies have been corrected and others are still being worked on and will be corrected.

Implementing the FIRM and FAMIS (Financial and Accounting Management and Information System) systems has put a strain on the Controller's staff. Some of the auditors used in auditing

CONTROLLER (continued)

various departments in the City are being used in implementing and training personnel in the new accounting systems. Mr. John Farrell, the Controller, now has on his staff Mr. John Madden who is the Controller's Staff Assistant and Systems Training Officer for the FIRM and FAMIS systems. Mr. Madden is now working with the Controller's staff and other departments in explaining and implementing these new accounting systems.

One high priority in the Controller's office has been the hiring of a Senior Departmental Personnel Officer, for the recruitment, evaluation and training of his offices personnel. The Controller's request for this new position has been approved in the 1979-80 budget. This hopefully, with some other changes, will stop the high turn over in the Controller's office.

Mr. Farrell also told us that thirteen new auditors are being hired. This will help alleviate the backlog in auditing of the various city departments.

This Grand Jury strongly recommends that they look into more space requirements needed by the Controller's office. With asiles loaded with printouts and temporary storage boxes it is difficult to move around and creates a fire hazard. This space requirement needed for the Controller's office should be made in conjunction with Electronic Data Processing (EDP). (See following report on EDP). We also recommend that the employee probationary period be lengthened from six months to a year to adequately observe and evaluate new personnel. After the twelve month period new employees' salaries should be increased to that of outside industry. This will give new employees a feeling of more permanence, that is much needed, since a great deal of the turn over in the Controller's office has been due to personnel leaving for higher paying jobs in outside industry.

This Grand Jury and Committee commends Mr. John C. Farrell, Mr. Francis Byrne and Mr. John Madden for their dedication to their fiscal responsibilities to the City and County of San Francisco and also for their open and honest communication with this Committee.

ELECTRONIC DATA PROCESSING

The Electronic Data Processing Department (EDP) is presently working under tremendous handicaps. This Grand Jury recommends that the EDP Priority Committee (with the main push coming from the Controller's Office) immediately look into increasing the central site computer capacity. EDP is now running at 100% capacity. With the implementation of the new FIRM (Financial Information and

ELECTRONIC DATA PROCESSING (continued)

Resources Management) and FAMIS (Financial and Accounting Management and Information System) systems, the number of departments that want to get into EDP and those departments now on EDP that want more and more information, EDP must be moved from City Hall to an area where adequate space and energy source are available.

This Grand Jury was very surprised going through the main computer room and seeing computers and other equipment squeezed in along side one another, with very small aisles making it difficult to walk through. Computer printouts were stacked high in the aisles and outside in the hallways. Not only it is difficult to move around, this situation creates a tremendous fire hazard. We were very fortunate during the riots at City Hall on May 21, 1979, that fires did not do more damage than they did. City Hall has no sprinkler system, smoke detectors or fire alarms. With all the invaluable information and very expensive computers in EDP, this deplorable condition must be resolved immediately.

We also recommend, as have previous Grand Juries, that the probationary period for new employees be increased from six months to twelve months. Training in this department is often more than six months and the need for adequate evaluation is very necessary. It is also recommended that the pay scale for those that have finished the training program and probationary period, be put on a par with outside industry.

We commend Mr. Henry Nanjo and his staff for doing as good a job as well as they do under great pressure and with the various obstacles they have to contend with.

ART COMMISSION

The Art Commission, under the direction of Martin Snipper with Joan Ellison as Assistant Director, both dedicated to their positions, is responsible for representing and maintaining the cultural and artistic life of the City; which includes the Pops Concerts, the Neighborhood Arts Program and Community Cultural Centers.

Other responsibilities include reviewing and approving designs of new municipal buildings, the licensing of street merchants and care and maintenance of public works of art. The Art Commission shall supervise and control the expenditure of all funds appropriated and purchase works of art for adornment of all municipal buildings.

ART COMMISSION (continued)

Because of the difficult economic situation in which the City finds itself, the area of culture is extremely vulnerable to budget cuts. The challenge of the Art Commission is to produce products of such high quality that their elimination would cause civic misgivings.

More and more neighborhoods are becoming interested in advancing their culturally beneficial programs in their own communities, and through the efforts of the CETA program and the aid that the CETA artists provide, these communities are able to continue to bring such cultural benefits to their neighborhoods.

The CETA arts program currently has about 150 employees working in various jobs throughout the city. At the present time the Art Commission is training seven key employee CETA positions so that when the present CETA program is over on August 31, 1979, they will be able to continue many of the ongoing programs underway while new CETA employees are trained.

In summary, the Art Commission is performing its primary function of bringing the arts to the citizens of San Francisco, and assisting the educational institutions and the neighborhoods in continuing programs of art.

This Grand Jury recommends to the Board of Supervisors that they put more "teeth" in ordinance No. 30-69, Sec. 3.13, "Appropriation for Adornment of Proposed Public Structures", so that the conflict that now exists between various departments and the Art Commission can be eliminated.

Charles K. Desler

Olimpia M. Xavier

Morris Rabkin, Chairman

BOARD OF EDUCATION

The Educational Redesign Proposal of Dr. Robert Alioto, Superintendent of Schools, was implemented in the Fall of 1978.

The Educational Proposal represents an effort by the Unified School District to provide the City's students with an education that prepares them both for higher education and for future employment.

The proposal will establish a framework for the stability and continuity of instruction as follows:

A system of kindergarden to fifth grade elementary schools which stress the basic skills with programs that relate to:

Middle schools, grades 6-8, where first priority is to competencies and to provide exploratory experiences which prepare students for:

Four-year high schools which provide both a general and specialized curriculum leading to higher education and/or the world of work.

The foundation of the redesign framework is to improve the student's basic academic skills in the areas of reading, writing and mathematics.

Galileo High School is the vocational school for business study and has a full time staff. It offers an excellent preparation for students planning to get a college degree with specialization in general business and prepares students seeking future employment.

The present school population is 62,000. Busing will be reduced 50% and will result in savings of approximately \$1.6 million over a five year period.

SAN FRANCISCO UNIFIED SCHOOL DISTRICT MONEY SOURCES

1977-1978	Federal and State	Local
	29%	71%
1978-1979	Federal and State	Local
	69%	31%

The budget for the general Education Fund is subject to review and approval by the Board of Supervisors and is funded by Federal, State and Local sources as seen above.

The purpose of centers for the child care program is to provide educational opportunities for physically handicapped and mentally retarded pupils, who are found to be ineligible for any other regular class. At the present the program would enroll 3,000 children.

BOARD OF EDUCATION (continued)

The closing of schools is not a function of the Redesign Program, but rather a direct result of an enrollment which dropped by nearly 30% in the last seven years.

Savings by reduced cost of building maintenance, utilities and staff after schools closed is \$4.9 million.

The School District expects the property left unoccupied by the Redesign to be put to use by being rented or leased.

The lease of Fremont School to the Police Department should be consummated before June 30, 1979, allowing the Department to take possession on July 1, 1979 and commence paying the School District \$104,000 per year. The delays which were not anticipated in October, 1978, were overcome and the mutually beneficial relationship should begin July 1, 1979.

It is estimated that the Community College District will pay to the School District rental fees similar to the 1978-1979 fiscal year and will not increase the number of School District facilities/rooms currently under lease. The anticipated income for 1979-1980 is \$190,000.

Income growth will occur between 1979 and 1983 as the number of leases and rentals increase. The major rentals consummated in 1979-1980 will include the lease of Fremont, Andrew Jackson and Laguna Honda.

At the time of this writing Hetch Hetchy, the Department of Social Services and Health Department are interested in leasing space from the School District. This Grand Jury feels that the needs of local City and County governmental agencies and departments should be given first consideration in these rentals.

Dr. Alioto stated that 1,250 teachers are being laid off as a result of the \$23 million budget cut by the state. The early retirement plan will reduce the firing of many teachers.

This Jury commends Dr. Alioto for two major areas of accomplishment this year.

1) Following through on his vast Redesign Program, and working the transition as smooth as possible, and 2) working within drastic budget cuts and facing up to the hard fact that teachers layoffs are necessary and inevitable to achieve a balanced budget and implementing this regrettable task, although the reduction of student population and subsequent school closures have eased this.

COMMUNITY COLLEGE DISTRICT

The San Francisco Community College District provides all ages 18 and over equal educational opportunities regardless of natural origin, marital status, age or physical handicap.

The City College Division and the Community College District headed by Mr. Herbert Sussman, provides evenings and Saturday credit courses, on and off campus as part of its regular program of instruction. The evening curriculum consists of university courses as well as semi-professional courses. Students may thus earn the degree of Associate in Arts or Associate in Science and also prepare for transfer to universities and state and private colleges. City College offers credit courses for students who wish to take their first two years there then transfer to a four year college.

The Downtown Community College Center on the corner of 4th and Mission streets began full-time operation on the 5th of February, 1979. The beautiful new eight-story College is also earthquake resistant up to 8.5 magnitude. Its maximum utilization is a 10,000 student capacity, and the center has surpassed its immediate goal of attracting 5,000 students in its first year. The College building cost \$9.1 million.

To meet the educational needs of the general public, credit-free courses are offered with no fees or tuition to the student, fees may be required of certain courses.

A student may enter a course at any time with the consent of the instructor, if space is available. He also may study as long as necessary to gain required skills. In most cases students may enroll in a class simply by attending the first class meeting.

In order to enroll in certain courses leading to a certificate of completion the student may be required to complete certain prerequisites, such as placement testing or previous levels of educational achievement.

The addition of the eight-storied building to house the Downtown Community College did not fully alleviate the need for more school space in other areas of the City. Since the Community College is a State supported institution and no funds are required from the City, it is obvious that additional funds to cope with districts problems must come from the State Legislature.

William Noaks

Blossie C. Williams

Flora Aramian, Chairman

SAN FRANCISCO FIRE DEPARTMENT

The Fire Department's budget for the fiscal year 1978-79 has again been cut to 95% of last year's budget, which had also been cut the previous year.

As of this report, there are 1544 uniformed men as compared to last year at this time when there were 1686 uniformed men. As a result of the budget cut there will be no funds available for hiring of new men, and, taking into consideration retirement and resignations during the coming year, we are very concerned that the level of fire protection that has been afforded to the people of San Francisco will be reduced.

Chief Casper and his men are working very hard under difficult times. Many firefighters are working overtime to provide the dedicated service the people of San Francisco have had in the past.

The Fire Department this year has responded to many more calls. Below is a list of incidents for the first 8 months of this fiscal year as compared to last year:

	<u>1977-78</u>	<u>1978-79</u>	<u>Change</u>
Total Incidents	21,002	22,870	+ 8.9%
Fires	4,729	5,349	+ 13.1%
False Alarms	6,449	7,491	+ 16.2%
Rescue Calls	2,799	3,275	+ 17.0%
Resuscitations	852	1,499	+ 75.9%
Greater Alarms	61	78	+ 27.8%

As you can see there was a very sharp increase in resuscitation calls. Chief Casper has expressed the department's need for personnel training to qualify men for Emergency Medical Technicians. However, budget cuts make it impossible to have such a program this year. Taking into consideration that most incident calls have increased, we want to again stress the importance of the decreasing budget and manpower in the department.

Arson fires have decreased slightly this year (a decrease of 3.7%) but it is still a major crime in San Francisco. We are glad to report that the Arson Task Force has added an additional man from the District Attorney's office and from the Police Department. Arson arrests are up for this year (+2.92%) and we express our appreciation for a fine job.

The Communication Center of the Fire Department is equipped with the most sophisticated equipment available. A call into the center is responded to within minutes and is monitored the entire time.

FIRE DEPARTMENT (Continued)

One area of controversy this year was the funding of the Fireboat Phoenix. The Port has paid for the first three quarters and the last quarter will be paid by the Fire Department. As of July 1, 1979, the Fireboat will be put on a standby basis. The Fire Department, Port and Board of Supervisors are trying to arrive at an equitable solution. As of this report there has been no final determination. We feel that the Fireboat is an important piece of equipment to have operating full-time with the increasing development of the Port. The new Fireboat Phoenix will be ready for service sometime in 1981.

We again would like to commend Chief Casper and his men for continuing to give the people of San Francisco the protection they have received in the past even though they are working under such difficult restraints.

EMERGENCY SERVICES

The office of Emergency Services is dedicated to protecting and saving the lives and property of the people of the City and County of San Francisco. This office is our main source of controlling emergency operations for any possible disaster that may occur.

This department, under the office of the Mayor, has been headed for the past 10 years by Mr. Edward Joyce. During his time as Director, Mr. Joyce has brought our disaster plans up to state and federal standards so that the City and County of San Francisco may be fully reimbursed by both agencies. During this fiscal year, the emergency programs continued to be fully approved by state and federal governments. Approval of our program is required to maintain eligibility for receiving federal matching funds. The federal matching funds provide 50% reimbursement to the general fund for staffing and administrative costs.

The office of Emergency Services has moved to its new office located at 814 Mission Street with a substantial savings in rent from its previous location at 6221 Geary Blvd.

As mentioned in last year's Grand Jury report, Mr. Joyce feels that there is a great need for a central location to house all communications, i.e., Fire Department, Police Department and Ambulance Services. There has been a study made on a potential site. As of this report, this is still being reviewed. It is the recommendation of this Grand Jury that a central location would better control and coordinate departments that would be involved in an emergency situation, and we consider this to be top priority.

We would like to commend Mr. Joyce for his fine efforts

EMERGENCY SERVICES (Cont.)

in maintaining such high standards for this office for the protection of the people of San Francisco. This jury learned from Mr. Joyce that he will be retiring at the end of this fiscal year and we hope that his successor will continue to serve this office and the people of San Francisco as effectively as Mr. Joyce has during his time as Director.

SAN FRANCISCO INTERNATIONAL AIRPORT

Under the direction of Mr. Richard Heath, we found the Airport to be a very well managed department and this committee received a most courteous and organized tour.

We visited the newly completed North Terminal. The main tenant is United Airlines, which unfortunately had been on strike for several months causing substantial loss of revenue to the Airport. The new North Terminal itself will be the tenth largest in the world.

The break-even operating budget for this fiscal year is approximately \$76,000,000. The Airport is expected to handle 24,000,000 passengers by the year 1982. With the new addition to the parking facilities it will be able to handle up to 7,000 cars. The target date for completion of the additional parking is 1981.

The medical facility at the Airport is headed by Dr. Lawrence Smookler. We found the medical services available at the Airport very impressive. San Francisco is the only airport that has a full medical clinic. They average 50 people per day for various medical treatments. They also give examinations to airline personnel. They can respond to any portion of the Airport within minutes with a portable ambulance that Dr. Smookler has devised. This ambulance is equipped with the most sophisticated life saving devices available. We felt that with the increase of traffic that is expected in the near future, Dr. Smookler's clinic is in great need of more space and we hope this can be achieved in a short time.

We also met with Chief Dempsey who at the time of our meeting was in charge of Airport Police. There was at that time some conflict with the San Mateo Sheriff's Department as to who has jurisdiction. We have since learned that the Airport Police have been taken over by the San Mateo Sheriff's Office. The Airport Police Force presently has 207 officers and does a fine job.

The people of San Francisco should take pride in the very efficient manner in which the Airport is being managed by Mr. Heath and his staff. Our feelings are that Mr. Heath is very dedicated in maintaining the best possible facilities to keep the Airport at its now high standards.

SAN FRANCISCO INTERNATIONAL AIRPORT (Cont.)

We would like to make mention of one area that we feel could use some improvement. This jury was able to attend a yearly disaster drill held to evaluate the performances of each department that would be called upon if an air disaster should occur. Although we do not have the expertise in this field, viewing the sequence of events and responding times, we felt that the exercise could and should have been handled more efficiently. This area should be further looked into by next year's Grand Jury.

We would like to thank Mr. Heath and his staff for trying to help us understand the mechanics of operating a very complex department.

Flora Aramian

Vivian Kalil

Edith Griego, Chairman

POLICE DEPARTMENT

The police perform an essential and most difficult role in the community every hour of the day and every day of the year. They serve the people, enforce the laws, and arrest those who violate them. In order to function properly they require training, organization, and strong leadership.

The morale of the police officers was noted to be very low from rank and file members through the middle staff. There seems to be a lack of cooperation, communication and respect within the ranks. The suit by the Officers For Justice is now settled. Promises of pay raises and new recruit classes should improve morale. We found many departments short of personnel, but still trying to keep up with their work load. The crime lab is short of expensive instruments and needs more storage space. The unit answered 8,304 calls in 1978. The crime lab is satisfied with their present technical staff. The new space for fingerprint files is progressing nicely. Much time is lost testifying in court.

The recruit training in the Police Department deserves special commendation. It shows the Department understands the necessity for police officers to have adequate academic and field experience before they are expected to perform this vital job independently.

The current training program was initiated in San Francisco in March 1977. Since then, 230 recruits have participated with one academic failure and 30 street failures to date.

The basic training program consists of eighteen weeks of study at the Police Academy, currently located on Treasure Island. Classes beginning in late 1979 will be conducted at the presently vacant Fremont School. Successful completion of the Academy phase of training is based solely on examination scores.

After successful completion of the Academy training, the recruit participates in field training and evaluation programs for fourteen weeks. Recruits are assigned to a Field Officer at either Mission or Northern Stations. Then they are assigned to three different officers, one for each month. Recruits are assigned to a police car with a Training Officer. Specific aspects of Police Field Training are measured daily by the Training Officer. Bi-weekly, the Training Officer or Sergeant and the F.T.O. (Field Training Officer) staff meet

POLICE DEPARTMENT (Continued)

to discuss the recruits' progress. If not satisfactory, remedial action is planned and undertaken by the Training Officer. There have been eighty Field Training Officers in the Department, but their number has been reduced by transfers and promotions.

We thank the F.T.O. personnel and the Academy for their excellent work in the past and we look forward to their future success in training 640 recruits in the next two years.

We recommend Pre-Test Training before Academy; more performance under stress; and testing for proficiency in reading, writing, reasoning, and decision making. Driver's Training should be performed in the same type of vehicle that is used in the field. The cost of training an Officer is approximately \$30,000. The next Grand Jury should inquire into the progress of the studies underway for psychological screening of police applicants.

Congratulations to the 174 police officers who were promoted to sergeants and assistant inspectors in June, 1979. These were the first promotions to these ranks since 1976.

Elizabeth A. Dowd

Marvin Jones

Frank Harrison, Chairman

BOARD OF PERMIT APPEALS

Mr. Philip Siggins is the Executive Director of the Board of Permit Appeals. He was appointed by the Commission and his salary is set by the Board of Supervisors.

The Department is an Administrative Hearing Board to help citizens who apply and are denied a permit. These permits are turned over to the Board of Permit Appeals and are acted upon by the board. These appeals sometimes take from three to four months before a permit is granted or denied.

The function of the Board of Permit Appeals is to hear all appeals from issuance or denial of any permit, license, variance or any other specified land use entitlement. A permit is a form of regulating the use of; a license is a form of raising taxes and a variance is a city planning term which is a deviation from a strict planning code. There is a \$10.00 fee for a regular permit, \$25.00 for a cab driver or street vendor and \$100.00 for a variance permit. The applicant has not less than five nor more than fifteen days to file his appeal. The Board of Permit Appeals must act within forty days or the permit expires after the filing date. There are usually two public hearings for each appeal. A licensed contractor does not have to take out a permit, but a property owner must take out a permit for any remodeling or repair, etc. Smoke detectors must be installed by 1980 in all properties new and old.

The budget for 1978-1979 was \$55,000. The Mayor recommended a budget for \$53,000 for the fiscal year 1979-1980 which was approved by the Board of Supervisors.

Mr. Siggins has a staff of three; a very efficient Secretary, Mrs. Mattox, two CETA Administrative Aides, one has a law degree and the other a Bachelor's degree. The CETA employees handle 90% of the telephone calls.

This office has a critical acoustical problem which creates difficult working conditions. Carpet runners are being installed to help solve this problem. The office is crowded and is in need of filing cabinets for storage of records presently being kept in Bekins boxes. The purchase of an electric typewriter has been approved for the office but only \$400.00 has been appropriated.

SAN FRANCISCO PUBLIC LIBRARY

Mr. John Frantz was appointed City Librarian in February 1977 and is an asset to the San Francisco Public Library and the public at large. Mr. Frantz has three major subordinates, Chief of the Main

SAN FRANCISCO PUBLIC LIBRARY (continued)

Library (William Ramirez) Chief of Branches, (Karen Scannell) and Chief of Technical Services (Mrs. Vivian Goodwin), who has retired recently and her job as of this date has not been filled. The budget for the fiscal year was approved by Mayor Dianne Feinstein for \$6,947,300 which is approximately 98.8% for the year of 1979-80. The Library will lose 20 CETA employees out of 100 by September 30th of this year. The position of Assistant City Librarian has been abolished. The public relations position and some clerical positions will be abolished on July 1st, according to Karen Scannell, Chief of Branches.

There are 26 branches in the City. The downtown Kearney Library which serves mostly Law Firms, Business Executive Organizations and Corporations. This Library is heavily used and extremely important and much needed in the Financial District. Books and reference material may be rented from the Kearney Library. Many of the same basic reference materials can be obtained from the Main Library but the Kearney Downtown Library is more conveniently located for the people who use it the most in the financial district. The public Libraries serve the City and County Jails, also the women's prison. Books and films are sent by the Bookmobile to the jails on a regular basis and specific requests from inmates may be made which the Librarian in charge of the Bookmobile endeavors to meet.

In each area of the City more than one branch library may be located. In an effort to meet the need of the citizens in a given area one or more of the branch libraries may emphasize particular uses, for instance the Richmond Library is known as a basic reference library while the Presidio Branch Library is known as a Communication Center with emphasis being placed on the needs of the handicapped citizens. The Library endeavors to meet its budget restrictions while allowing the greatest access possible to each Library by having the Libraries scheduled to open and close at various times on a rotating basis.

The Library payrolls are now on the City's Electronic Data Processing System and it is now working satisfactorily.

One of the greatest problems the library faces and which has a direct effect on its budget is the problem of the theft of books and materials from the libraries. In an effort to minimize this problem several libraries have installed a theft detection system, much like that used by department stores to counteract shoplifting. There is less theft since this system has been installed which proves that the expense of installation has been worthwhile and the system is effective. Vandalism still occurs to a greater degree than desired and guards are needed in the areas where the incidence of vandalism remains high.

There are many different programs for adults and children which are specially funded. The Friends of the San Francisco Public

SAN FRANCISCO PUBLIC LIBRARY (continued)

Library is an organization that provides volunteer services and helps promote events by the sale of books to the public. These books are donated by organizations, estates or individuals. They are reviewed by the Librarians before going on sale and those that can be used are sent to the various branches and the balance is sold. Revenues from the sales finance purchasing of needed books for the library.

The Presidio Branch houses a Communication Center which is an advanced electronic system which was built for the handicapped by Roberto Esteves, director. Grants were obtained in January of 1978 and expire on June 30th of this year. The money from the two grants, which was \$209,000, was spent for electronic equipment and salaries for two staff employees. The center accommodates the deaf, blind, wheelchair handicapped citizens, and those with speech defects. There are 25 to 30 handicapped citizens a week using the services of the center, and those in wheelchairs are unable at present to enter through the main entrance. A ramp and elevator are in the process of being installed. They are to be completed by September of this year. Special toilet facilities are also being installed. As soon as these projects are completed increased usage of this branch is anticipated. Until this occurs, the staff carries on an extensive mailing program to accommodate requests by telephone from those citizens who are unable to enter the library. Pamphlets are sent out from the center to notify the handicapped of the latest books and materials on video-tapes and records. There are 10,000 volumes of talking books, video tapes, audio-cassettes and records, all catalogued. There are 1600 cards in braille for the blind which were typed by a very capable blind CETA employee. This branch has a TTY system which enables deaf citizens to contact the library and make requests for books and other materials. Some films are captioned in order to provide wider usage for the deaf. The blind citizens who use the library can attach earphones and listen to the tapes, cassettes or recordings they wish to hear.

There is a sophisticated video system devised by Roberto Esteves which enables the library to show films and cassettes on several different channels simultaneously throughout the library as well as enabling the staff to produce its own film.

A federal law now requires all public buildings to provide ready access for the handicapped. The San Francisco Public Libraries are in the process of endeavoring to meet this requirement.

PORT OF SAN FRANCISCO

Mr. Edward L. David was appointed Port Director on October 4, 1978 after eighteen years service with the Port. He had been Acting Port Director since November 1977. He is ably assisted by Mr. Tony Taormina a Port employee for five years, as well as a staff of 35 to

PORT OF SAN FRANCISCO (continued)

40 out of a total of 191 employees. The Port of San Francisco is now focusing on expanded usage of maritime facilities south from China Basin to Hunters Point. This area of the waterfront has modern, well maintained facilities to handle containerized cargo, modern grain elevators and good access to rail services and one switching line, which serves all deep draft facilities. The Port handles the largest percentage of break-bulk cargo on the West Coast, 60% of all the Port's cargo is break-bulk. Break-bulk is loose cargo which does not include dry or liquid bulk.

There are two Auto Terminals: one at Pier 70 presently being utilized by the Fred F. Noonan Company Inc., which brings in mostly European imports, the other at Pier 92 is not utilized at present however. The Port has narrowed down three potential users and it will be utilized within a short period of time according to Ms. Krista Fugelstad, Marketing Research Specialist, who came aboard in November 1978.

The Southern waterfront is equipped and has the capacity to handle approximately 5,000,000 tons a year according to the Port Director.

The Port has acquired two new major shipping lines: Lykes Brothers Steamship Company, Pier 80 (an American Flag Company) with a total of eight ships, four sailings per month, Evergreen Steamship Company, Pier 96, which has four container ships on a twelve day cycle into and out of San Francisco. Revenues from both shipping lines should be approximately \$1,350,000 a year. Evergreen is the first shipping line to return to San Francisco from the Port of Oakland. This is due to considerable efforts made by the new Port Management and makes it appear probable that other shipping lines which do not have long term leases with the Port of Oakland may be induced to return. Delta Steamship Line is the only American steamship line based in San Francisco. Water channel depths of thirty-five feet are maintained at the Northern waterfront and depths of forty feet at the Southern waterfront, Piers 70,80,94,96 and Islais Creek. San Francisco, being a natural deep water port, does not require the constant dredging to maintain its depths as a Port such as Oakland does.

The budget of \$18,000,000 has been approved for the fiscal year.

Maritime revenues are approximately \$2,000,000 a year. Parking meter revenues bring approximately \$200,000 a year to the Port. These funds are retained by the Port since all Port lands are still in trust from the State for a period covered by a sixty-six year lease. There are seven hundred (700) parking meters on waterfront property which are controlled by the Port. Revenues from Fisherman's Wharf are

PORT OF SAN FRANCISCO (continued)

approximately \$3,000,000 a year and the fines from the parking meters on Port property go directly into the City General Fund.

The fireboat Phoenix is still being maintained by the Port. The San Francisco Fire Department has not made any contribution for this year, but is to pay the cost of the fireboat for the last quarter of the fiscal year. The cost of operating the Phoenix is \$1,200,000 a year.

Mayor Dianne Feinstein, Mr. David and two transportation employees plan to travel to Shanghai and Beijing to promote foreign maritime trade. There will be one representative from Southern Pacific Railroad and a representative from the stevedores.

Non-Maritime Developments: Pier 39, which is a Warren Simmons Project, has had many problems since beginning its operation in October 1978. Litigation involving the Port, and Pier 39 is currently being handled by the City Attorney and the District Attorney. The rent paid the Port by Pier 39 based upon revenues earned by the Pier, as well as taxes paid to the City by Pier 39 through its corporation, and the structure of this tax base are among the items under investigation.

The Ferry Building which will have a refacing, a Promenade Deck which will start at the Agriculture Building down through Pier 22, target date 1980, will help to improve the waterfront, and hopefully will bring additional revenues to the City. Pier 35, the only passenger pier will be refurbished by money from the Head Tax. All passengers are taxed \$3.00 a head for debarking and embarking. The Head Tax was approved March 10, 1979, and became effective April 12, 1979. First revenues from this tax are expected to be received by June 30th, according to Mr. Toni Yerkes.

Recommendations for the Port are: Promote Maritime business to increase Port revenues by additional traveling to actively seek new tenants for the presently vacant excellent facilities, augmented by a concentrated advertising program at home and abroad. Rent unoccupied buildings on Port property where appropriate and feasible. Improve the deteriorated Commercial Fishing area. Commercial fisherman have been requesting for twenty years that a breakwater be built which would protect their vessels. It is this committee's recommendation that a breakwater be constructed without further delay.

WAR MEMORIAL

The War Memorial, Herbst Theatre, Green Room and Museum of Modern Art are located in the Veteran's Building. The Opera House and the Veteran's Building occupy the same block bounded by McAllister,

WAR MEMORIAL (continued)

Van Ness, Grove and Franklin. The Louise M. Davies Concert Hall is now under construction and hopefully will be completed in 1981. The Concert Hall will be under the jurisdiction of the War Memorial. The Zellerbach Rehearsal Hall will be behind the Concert Hall. The Performing Arts Center will be the second largest in the nation. The cost of the new Performing Arts Center will be approximately \$34,000,000. This cost is being met by private funding and some federal funding. The addition to the Opera House will cost approximately \$4,200,000, which is funded by the federal government's EDA program applied for by the City. There is \$31,000 left from grants for the Herbst Theater. These organizations function under the City Charter.

Mr. Michael J. Raines was appointed the new Managing Director of the War Memorial on November 13, 1978. Mr. Frederic Campognoli, President of the Board of Trustees, and Board Members were pleased with the appointment. Mr. Raines has been associated with the Arts since early childhood. He is considered by the Board to have outstanding qualifications for this job.

The budget for fiscal year 1979-1980 has been approved by the Mayor and Board of Supervisors for approximately \$1,161,151; this is the Mayor's recommended 95% budget. Revenues are collected from rentals from the Herbst Theatre, Opera House and Greyhound Concessions which go into the General Fund.

The four and one half CETA employees and six guards will remain on the payroll. Several positions will be eliminated. The Louise M. Davies Concert Hall when completed, will create 23 new positions which are not included in the 1979-1980 budget. The firm of Heidrick and Struggles, Incorporated, will conduct a national search for candidates for the new General Manager for the Performing Arts Center. Mr. Raines is also a candidate for the position. Purported salary for Managing Director will be approximately \$60,000 to \$100,000 a year.

The remodeling of the Herbst Theatre was completed in June 1978, and went into revenue producing usage immediately. It has a seating capacity of 900 and is used for music recitals, acting groups and Junior Leagues', films and film festivals.

The lobby and the storage area of the lower level of the Museum of Modern Art are being renovated and the elevators automated; one elevator operator's position will be eliminated. The financing for the automation is to be provided by the Bank of America. The Museum of Modern Art has an international reputation and attracts many visitors to the City as well as providing the citizens of the Bay area their best museum of Modern Art.

Vandalism and crime still occur to a greater degree than desired and remain high in the entire area. Vandalism and crime are

WAR MEMORIAL (continued)

reported to the Mayor's office and the Police Department.

There are ramps in the last two rows of the Herbst Theatre accommodating handicapped patrons in wheelchairs. They are hoping the wheelchair patrons will be able to attend rehearsals as well as the performances.

The acoustics of the Herbst Theatre have brought criticism from some sources. The entire acoustical system is being re-evaluated.

The function of the Friends of the War Memorial is to seek grants, private contributions and funds from private foundations. The funds are used for maintenance and improvements. They also provide assistance for neighborhood groups and organizations that wish to use the Performing Arts Center. They are a private non-profit organization.

It is this committee's recommendation that better Police patrol and protection to and from the Opera House and War Memorial be given priority attention. The Concert Hall should maintain and project an image which will draw a greater number of patrons especially those in San Francisco, and the Bay area.

Mildred Rogers

John Collins

Blossie Williams, Chairman

MUNICIPAL RAILWAY

In a cover letter accompanying the Municipal Railway Five Year Plan '79-'84, a study sponsored and partially funded by the Urban Mass Transportation Administration (UMTA), General Manager Curtis Green states:

"The uniqueness of San Francisco as a civilization owes a lot to the presence of pervasive public transportation in the City. The human scale, the concentration of activities, and the delicate balance of topography and neighborhood structure could only have occurred through the transportation service provided by MUNI and its predecessors and can only be sustained by the wise use of the limited transportation resources we have available to us today and for the future."

Because of the importance of MUNI to the daily life of San Francisco, it is imperative that some hard choices be considered, and the indicated actions taken, as soon as possible. In addition to internal problems, events out of control of MUNI and the City, such as Proposition 13, increases in diesel fuel prices, and general unabated inflation, are rending the fabric of the MUNI Railway to the point where serious dislocations of service, safety and maintenance will become manifest.

It behooves not only the management of MUNI and the Public Utilities Commission, but the Citizens of San Francisco as well, to immediately address themselves to the present critical situation, with an aim towards planning and implementing desperately required actions.

Curtis Green further remarked:

"No business can, and no public service should, continue indefinitely to produce a product without occasionally redesigning that product to reflect changes in the market."

To this end, under the auspices of UMTA, the MUNI has created a separate and new department called the Planning Division, in order to examine the present MUNI system, and to determine and recommend changes in a unified and comprehensive fashion.

This division is under the extremely capable direction of Tom Matoff, an energetic and devoted public servant, whose qualities of intelligence and drive, along with those of Peter Strauss, have resulted in the aforementioned Five Year Plan. This study is extremely thorough and specific, and is essentially sensible in its

MUNICIPAL RAILWAY (Cont.)

recommendations.

The analysis and conclusions drawn in the Five Year Plan are the product of over 70 presentations by the planning staff before neighborhood associations, employment groups, and community organizations during the period August 1977 to April 1978. Workshops in all eleven supervisorial districts were held to discuss route changes and design alternatives, explanations given, questionnaires distributed and assessed, all of which culminated in the proposed Five Year Plan.

A summary of the plan in tabloid form is available by mail, while full copies of the report have been placed in all branch libraries, and are available to organizations on request. The report is quite exhaustive and touches on, among other things, how the plan was developed, service standards for transit, deficiencies of the present system, an evaluation of alternatives, downtown services, regional access to other carriers, fare collection, transit preferential streets, recreational services, system improvements, MUNI Metro and related rail services, the cable cars, the trolley coaches, motor coaches and the service quality.

As a result of the extensive public participation by citizens, groups and merchants, and because a branch of the MUNI itself, as opposed to outside consultants, worked directly and intimately on it, this report should meet with little resistance in effecting its recommendations.

Although the Five Year Plan is quite broad in its scope, another report entitled Financial Strategies For the Municipal Railway, prepared by a private consulting group, Gruen, Gruen & Associates, addresses itself to finances. It projects that the cost of operating present and planned MUNI services will grow from 1979-80's of \$94,900,000 to \$108,800,000 in 1988-89, while revenue for 1988-89 will be only \$108,200,000, if MUNI continues to be funded on the same basis as at present. The report suggests alternatives for increased funding, including increased federal or state support, increased City support, further cost reductions over those already projected, reductions in service, service improvements which increase revenues more than costs, and probably most significantly, increases in fare levels or changes in the fare structure which increase fare revenue and trigger the release of State AB 1107 funds (monies which come from the State when a transit district shows that it is internally generating at least 33% of its own costs through fare collection).

Gruen, Gruen & Associates feels that MUNI is receiving as much federal and state aid as can be expected at the present policy levels, and doubts that the City's General Fund will substantially increase its contributions. Short of enacting new

MUNICIPAL RAILWAY (Cont.)

taxes, it is felt that additional funding will have to come from some sort of adjustment to the fare structure and transfer system. The report presents scenarios showing the socio-economic impact of proposed rate structures and service changes.

Some particular problem areas were noted by the Grand Jury in its attempts to delve into the labyrinthian MUNI. The very size of MUNI, in fact, is one of the problems. It was frequently heard throughout numerous departments, especially the Cable Car Division and MUNI Metro Task Force, that huge gaps of understanding and accepting responsibility exist between those at the working or implementing level and those in top management, with much of the blame being placed in the middle. Often there was a duplication of positions, at least decision making-wise, leading to conflicts in authority. The Rulebook for Platform Employees (governing the operators of the various transit vehicles) is rife with contradiction after contradiction, thereby allowing for interpretation by whim, and resulting in a decrease in employee morale. Admittedly, an organization with as many divisions and employees as MUNI can be difficult to oversee, but it was nonetheless felt that a basically inadequate middle management was at fault much of the time.

Under the direction of new PUC General Manager Richard Sklar, a new streamlining of accountability is becoming evident. For instance, in the area of Equipment Maintenance, which deals with keeping the rolling stock operative, the person in charge there, Mr. Baggetta, is now directly answerable to Mr. Sklar, thereby bypassing two levels of MUNI hierarchy. This undoubtedly has helped get and keep more streetcars and buses back in service and reduced missed runs. Hopefully, Mr. Sklar will continue this approach, putting aside political considerations and maintain his emphasis on performance over excuses.

Too long the MUNI has existed unto itself, acting in its own bureaucratic self-interest, and thus discouraging the good intentions and productivity of its many capable workers. There seems to be a new breed of employee coming into MUNI in recent years, such as those in the Planning Division, and a group of dedicated electronics wizards at the LRV streetcar maintenance facility, who are anxious to make their contribution to improving transit in San Francisco, if allowed to do so. Additionally, there are many seasoned workers in such areas as cable car design, maintenance, and operation, and fabrication of streetcar parts, whose experience and resourcefulness are undervalued and underutilized. An unfettering of the latent talent within MUNI could significantly affect for the better the overall operations, and should be strongly encouraged, rather than actions to the contrary being taken.

We suggest that to the extent possible, Mr. Sklar enlist pro bono the aid of management consultants to determine and evaluate

MUNICIPAL RAILWAY (Cont.)

the necessity of much of MUNI middle management. If solid responsibility for results, in lieu of excuses, can be substituted as criteria for career advancement, much of MUNI, and the riding public at large, should benefit.

Charles K. Desler

Genelle Relfe

William D. Kremen, Chairman

DEPARTMENT OF CITY PLANNING

The Department of City Planning, is organized under the City Planning Commission. Mr. Rai Okamoto, the Planning Director, has an excellent knowledge of his department and continues to run his office efficiently. His staff is comprised of two-thirds CETA and part-time workers and one-third civil servants.

To meet demands due to proposition 13 Mr. Okamoto now finds that the continued increase of workload in his department necessitates a substantial increase of staff. The training program of CETA also requires staff teaching. He has been much concerned with the shortage of staff.

Security Officers are required to prevent loss of office equipment. The Department has three separate locations, and it was suggested by past Grand Juries, and this present Grand Jury will again recommend that this department be quartered in one building so that services can be made more efficiently, quickly and economically. This no doubt requires space.

The Planning Director makes reports to Mayor Dianne Feinstein and the Board of Supervisors of all City Planning Programs. If Necessary, they may have open public meetings with interested neighborhood individuals on any future planning affecting their areas.

Due to Proposition 13, financing and budgeting matters on various improvements, and future developments of planning of the City have become rather restricted.

PARKING AUTHORITY

Thirty years ago the State Legislature recognized that there was a need for an authority to function as a public corporate body known as the Parking Authority of the City and County of San Francisco. (California Streets and Highways Code. Sec. 32501). The San Francisco Board of Supervisors recognized the need for such a parking authority and the Administrative Code, chapter 17, expressed this need and assigned jurisdiction over parking projects to the Parking Authority of the City and County of San Francisco. The State Code (Sec. 32656, Streets and Highways) mandated a five-Member authority.

The five present members are Donald Magnin (Chairman), Richard J. Guggenhime, Francis H. Louie, Michael J. Mc Fadden, M.D., and Achille H. Muschi.

The Staff is composed of three members including Mrs. Margaret L. Brady, Director.

PARKING AUTHORITY (Continued)

There is a constant public demand for garages and parking meters. The Parking Authority has or is constructing new garages at Moscone Center, the Performing Arts Center and parking meters in the North Point and Richmond districts.

Mrs. Margaret L. Brady, Director, has run her office most efficiently and this committee commends her for the work well done.

We the Grand Jury believe that this Department should not be allowed continued operation as a separate entity but should be absorbed by the Department of Public Works, the City Planning Department, thereby eliminating its present duplication of the work effort, and making smaller the large bureaucratic governmental structure that is City Government.

RECREATION AND PARK DEPARTMENT

In spite of the many tasks that are required of this department, the performance under the able management of Mr. John J. Spring as General Manager, his technical assistant Tom Mallory and the Recreation and Park Commission guidance and control by Mr. Eugene L. Friend have been most commendable.

This agency covers many responsibilities, such as the maintenance of Yacht Harbor, Recreation and Park General, the Zoo, Candlestick Park, golf courses, swimming pools, camp sites, and open space areas as well.

Funding has become quite an important matter for consideration. Fees, for example, in the use of golf courses, and stables for the upkeep of horses for private owners are being studied, as well as others such as for maintenance and other repair work.

We were told of the many functions of the department, such as classes for Arts and Crafts, Drama, Dancing, Music, Photography, services for the handicapped, services to promote various activities for the Community. Some of the teachers and others in the neighborhoods have volunteered their services. To cover some of the incidentals a nominal charge is levied for students that are taking various classes given by the Recreation and Park Department.

Application has been made to the Board of Education for lease of a vacant building which has not been utilized and has been vacant. The purpose is to use it for the Senior Hobby Activities Center. The School District may lease it to the Recreation and Park Department for 42% lower than leasing fees that are charged to private individuals.

Since November 1974, the Funding of \$9 million has been increased each year by \$1 million but will not be possible now, because of a drastic

RECREATION AND PARK DEPARTMENT (Continued)

cut due to Proposition 13. The staff of 163 has been reduced to 133. The maintenance and upkeep of the parks, and heating and lighting of the buildings, will suffer due to a shortage of gardeners, painters, and equipment.

This department has done so much to benefit the morale of the community and it is most desirable for the City and County that it should continue to function just as well as before Proposition 13.

Firm System

The computer system which started in September, 1978, seems to be running well. Computing weekly salary of the employees of the Recreation and Park Department. This record is filed in the City Hall at E D P Department and Controller's office for salary research, budget, etc.

To meet with various department heads, Department of Public Works, Police, City Planning, Controller, Computer Department, Assessor, (re-leasing and renting of place for Park and Recreation Department.)

Obtaining new grant for funding 100 CETA employees.

June 1, 1979 - Special Art of King Tutankhamen

Vendors have erected tents for the sale of hamburgers, hot-dogs, and refreshments, etc. Contracts for renting spaces at Recreation Park and outside areas of Art Museum, will provide an estimated income of \$22,000.00 or 9% of the amount required for the leasing.

Volunteers or part-time workers provide security services and they do not carry arms, but then have the mounted police on horses to back up and check that every thing is all right in various areas of Golden Gate Park or the other playground areas, as well.

Candlestick Park was replacing its baseball field with grass turfing this year for the opening game of the baseball season for the San Francisco Giants.

The Recreation and Park Commission and department are very thorough and cautious in conducting their public hearing of neighborhood committees and coming up with fair and wise decisions on various things that were brought to their attention.

This committee is very appreciative of the cordial reception and the cooperation received from the Department Heads, especially from the General Manager, Mr. John J. Spring.

Flora Aramian

Morris Rabkin

Olimpia M. Xavier, Chairman
-28-

DEPARTMENT OF SOCIAL SERVICES

The Social Services Department is made up of 1474 permanent employees, 110 temporary and 63 CETA and 5 commissioners. The diversity of their backgrounds, education and professional experiences has been of great value to both department clients and staff. The staff continue to support the sound proposals for all projects and grants. They have expanded the program of emergency shelter care program for dependent, neglected or abused children. The department has provided on-site training so that employees can obtain Master's degrees in Social Work. All hiring is done by the department's own Personnel staff. The department has put great effort into trying to place many of the 1400 children in emergency care shelters back into their own homes. The in-home services for elderly and disabled citizens has been approved by the federal government at \$7.98 per hr. The agency has been able to place under contract service for 1300 elderly people, disabled and blind. Of the whole caseload of people with in-care services 4500 are still not under contract. The contract agencies provide trained, reliable workers who neither neglect nor "rip-off" the patients.

The past fiscal year the department has been able to decrease the caseload of people on general assistance. This has been accomplished by a better screening program of all applicants. The Aid to Families with Dependent Children showed a decline in caseloads. Also, the Medically Indigent Adult program provides Medi-Cal for many adults in the City. Eligibility factors are income, property and residence.

The Department of Social Services provides many services to the citizens of San Francisco.

Congratulations to the staff and Director Mr. Edwin S. Sarsfield, who seems to be both capable and innovative in his direction of this very important department.

HUMAN RIGHTS COMMISSION

The policy of this Commission is action to obtain equal rights for every inhabitant of the City and County of San Francisco. The Commission is made up of 15 Commissioners, 24 staff, of which 18 are professional Legal Investigators and 6 are administrative and clerical. The Commission has established 6 Standing Committees which are:

- 1) EMPLOYMENT - The affirmative action program monitors City Contractors because of City money paid for services, to see that minorities are hired. During this year this Commission has made a great thrust in this program. They have obtained commitments from 38 major City agencies to follow H. R. C. affirmative action of all

HUMAN RIGHTS COMMISSION (Continued)

contracts awarded. Also, a new policy has been established that all user agencies pay fees to H. R. C. for affirmative action programs. Some already are paying fees namely, Hetch Hetchy, Waste Water, Airport, and possibly Moscone Convention Center. The Commission is working towards having other agencies pick up affirmative action costs.

2) GAY ADVISORY - This committee recognizes the good faith efforts to the Gay Community and urges public understanding and positive social attitudinal changes. The committee has answered approximately 340 Gay-oriented complaints. This year they assisted in obtaining approximately \$50,000 in back pay adjustments for persons discriminated against because of sexual orientation.

3) HOUSING AND URBAN DEVELOPMENT - This committee has been active in supporting legislation to help provide and maintain fair practices in renting and buying housing with concentrations on minorities, elderly, and low income people. This committee has been successful in obtaining fees for H. R. C.'s monitoring of Housing Programs.

4) POLICE LIAISON/SOCIAL ISSUES - This committee is involved in helping police and citizens develop block clubs which are instructed in crime prevention and citizen's safety awareness, such as, I.D. to protect valuable property and training citizens which emphasizes providing information to police in the apprehension and arrest of criminals.

5) YOUTH & EDUCATION - This committee is concerned with all phases of education, students, teachers, Youth Guidance Centers, Juvenile Court Study, Health and Family Life Education, Bilingual Education, student discipline and many other programs which help educate today's youth.

6) ORDINANCE REVISION - This committee submits Resolutions to both City, State and Federal Governments recommending support of special Senate Bills such as Gun Control, Resolutions of Commendation, and Statements of Concern.

The Human Rights Commission because of budget cuts, has been affected most drastically in the areas of Education, Police Liaison, Housing-Urban Development, and Gay Advisory. Chapter 12-A (which supports Human Relations Issues passed by the Board of Supervisors in 1964) is the initial mandate to reduce inter-group tensions between the peoples. It has been reduced considerably. We recommend that the board of Supervisors fund the Commission for additional staff to meet the requirements of Chapter 12-A, to help alleviate inter-group tensions. We further recommend that the Board of Supervisors and Mayor encourage City agencies to pay H. R. C. fees for their affirmative action requirements.

COMMISSION ON THE AGING

This Commission is run by a very capable and dedicated staff who are concerned with the well-being of our Senior Citizens. The staff monitors all programs that are aimed to help elderly people, making sure that all monies spent provide a little extra benefit for the elderly citizen.

The past fiscal year, 1978-79, they have extended the nutrition program from 5 days to 7 days a week, also covering holidays, which now provides a free meal each day for our Senior Citizens. The Gold Card is a service available to the Senior Citizen which entitles them to a discount for many services that are provided to the general public. Most of these services are available through a number of compassionate and concerned citizens who realize that we cannot shut out these well deserving citizens.

The Commission has a program that supplies information for the elderly. They advertise in a pull-out section of the Progress, which makes available listings and telephone numbers of services such as housing, health care, employment, and sometimes just plain conversation when desired. The telephone information line still operates 24 hours a day. The Commission publishes bilingual pamphlets and fliers of services available - also social and cultural programs which might interest our Seniors.

The Outreach Program is funded by the Commission and operated by staff and many volunteers who help train older people to obtain more skills enabling them to help each other and preparing some for job opportunity. The Senior Age Employment Agency offers job placement for elderly citizens enabling them to supplement their income so that they too might try to cope with our steadily rising inflation.

With rising costs and reduced budgets, we, as some of the people of San Francisco, are surprised that one spare change operation such as this Commission has successfully provided so many humanities. Therefore, we recommend that the Commission be granted the additional funds requested from the parking tax that will enable them to hire two additional staff members so that more programs can be made possible for the Senior Citizens to help ease the fears, financial, medical, loneliness and some rejection that often comes with old age.

COMMISSION ON STATUS OF WOMEN

This Commission consists of two permanent staff, some part time volunteer help and 11 commissioners who meet the second Tuesday of every month. They have assisted in placing women in various positions.

COMMISSION ON STATUS OF WOMEN (Continued)

Since all agencies in the City and County are monitored by another department and no tax monies are spent for the Status of Men nor the Status of Gay Peoples we recommend that this department be discontinued and placed under a Commission concerned with all Human Rights.

Genelle Relfe

Rebecca S. Turner

John S. Collins, Chairman

The continuity and success of City programs are dependent on City employees performing their jobs, day in, day out. The departments that exist exclusively for the purpose of ensuring that City employees receive the benefits due them are all performing adequately considering the restrictions of the City Charter and the severe budget cuts placed on all staff departments.

HEALTH SERVICE SYSTEM

The Health Service System, under the able leadership of Philip J. Kearney, Executive Director, is responsible for providing the best possible medical coverage, at a reasonable cost, to all members of the Retirement System not exempt due to adequate outside coverage, religious belief, or annual salary. Temporary employees are not covered by the Retirement System and thus are not covered by the Health Service System, per Charter.

The City's payment for health benefits is \$40.08 per month, per covered employee, effective July 1, 1979. This payment is for one of the following health plans: 1) City Administered, 2) Kaiser Foundation, or 3) Children's Hospital. The City payment covers the employee only and pays for medical care. Eight of the ten most populous counties in California subsidize medical care for the employee's dependents as well as for the employee; they also provide subsidized dental care. Charter revisions would be necessary to provide such coverage for City employees.

City employees have desired subsidized dental coverage for several years, but the voters have not yet provided enabling legislation. Therefore, employees will pay for a dental plan themselves, with no City contributions, effective July 1, 1979. In a strictly advisory capacity, the Health Service System analyzed the benefits and rates payable for several dental plans; the Health Service Board then determined that Safeguard Health Plan was the best for City employees. Employees covered by the Retirement System may choose whether to participate in the plan. If they so choose, premiums will be paid by payroll deductions. Retired City employees who desire this dental coverage may choose the coverage by authorizing that the premiums be withheld from their retirement checks. Mr. Kearney, Executive Director of the Health Service System, will personally do the necessary coding to implement initial enrollment. Thus, the retired employees' voluntary dental coverage under this plan should be effective in approximately September, 1979.

The automation of the Health Service System is nearly complete. Funds from the System's Reserves account paid for the implementation of the new system. When it is completely effectuated, it should save processing time on Plan I (City Administered) claims.

HEALTH SERVICE SYSTEM (continued)

Phoenix Mutual has been dropped as the carrier of Major Medical benefits under Plan I because the company's new rates were too high. The Health Service System will assume the entire risk for major medical benefits under Plan I and will process these claims.

Because of new regulations by the Department of Labor, Public Service Employees, who have participated in the CETA program for eighteen months or more, will be terminated September 30, 1979. Therefore, the Health Service System will lose four or five employees, including the mail man. Some of these employees may be replaced by new Public Service Employees, but in any case, the Grand Jury recommends that the Health Service System be provided with a permanent position for a mail person. We think it extremely inefficient that a \$40,000,000 insurance company should be expected to operate without the services of a permanent mail person. We also recommend that the Health Service be provided with additional office space; cardboard boxes which hold files on the top of filing cabinets is an example. It would be foolish to provide new filing cabinets unless there is space to hold them.

We compliment the Health Service Board members on their cooperation with each other and on the business-like manner in which they conduct their meetings, the Retired Employees of the City and County of San Francisco for their continued interest and helpfulness, and the employees of the Health Service System for their hard work and their attention to the necessity of privacy when dealing with medical records.

RETIREMENT SYSTEM

The Retirement System, through Mr. Daniel Mattrocce, Secretary-General Manager, under the direction of the Retirement Board, has exclusive control of the administration and investment of the funds derived from contributions of member employees, who numbered 26,188 on June 20, 1978, and from contributions of the City and County of San Francisco. Temporary employees are excluded from membership in the system and therefore are not covered under Social Security for this temporary City employment, either.

The City's contribution to the System is paid into the retirement fund each pay day; the employees' share takes six to eight weeks to reach the fund. However, the Comptroller earns interest on these funds from the first day. The Retirement System is currently negotiating with the Treasurer about the collection of this interest. This interest on employee contributions should be deposited in the Retirement Fund.

RETIREMENT SYSTEM (continued)

In San Francisco, Retirement System costs are financed over the average working lifetime of an employee--fourteen years after retirement. Therefore, San Francisco, unlike some other cities, is not spending current income to cover payments it has already made to employees who have been deceased for several years.

Retirement System investments as of March 31, 1979 were as follows:

Bonds and Notes	\$ 683,718,417.53
Real Estate Equity	40,000,000.00
Stocks	<u>204,246,167.16</u>
	\$ 927,964,584.69

Bonds are not floated until the Retirement Board gives its financial statement; therefore such a statement is given every time a bond issue is pending.

Investments are made based on geographical diversity, life expectancy, rate of return, and the limitation on the amount of the Retirement Fund that can be invested in a single part of the portfolio. In 1978, the System first invested in real estate via a limited partnership. The return on the investment is expected to be between 8.5% and 8.8%. The recent suggestion that Retirement System funds be invested in low cost housing will be evaluated by the Retirement Board when a written proposal containing information regarding the rate of return on the investment and identifying the title holder of the involved property, is received.

Worker's Compensation claims are also processed by the Retirement System. Every City employee is covered by Worker's Compensation. Because of the high incidence of injuries by temporary employees, pre-employment physical examinations are required of all temporary employees, including those in the CETA program, effective February 9, 1979. Brian Narlock, Claims Manager, is responsible for the administration of Worker's Compensation claims. His staff works at the Franciscan Treatment Room in St. Francis Hospital. This is the place where most City employees are treated for industrial injuries; in 1973, employee groups decided they no longer wanted to go to San Francisco General Hospital for treatment. Furthermore, costs to the City are less at the Franciscan Room than they were at San Francisco General Hospital. In late 1978, the Worker's Compensation department had one bill clerk to handle 15,000 unpaid medical bills. Since then, with the help of CETA employees, the backlog has been reduced. Increased automation in some of this department's procedures would save employee time and effort. For instance, checks to entitled employees are prepared by the computer without an address, so the staff at the Worker's Compensation department must address the envelopes. If addresses were printed, window envelopes could be used. In fiscal year 1978, the City paid approximately \$6,000,000 in Worker's Compensation claims. The amount

RETIREMENT SYSTEM (continued)

paid increases about 17% per year. That the City has no organized Safety Committee and that the Municipal Railway has a deferred maintenance plan contribute to the number of job injuries.

Regarding disability decisions rendered by the Retirement Board--90% of the denied cases that are appealed to the Court result in reversals of the Retirement Board decision. Therefore, it appears inappropriate to hire an independent hearing officer to replace the Retirement Board in an effort to decrease the number of disability retirements allowed.

The Grand Jury recommends that the Retirement System be made a formal trust so that funds will remain protected for the retirement of City Employees, that the Retirement Board become its own budget setting authority, and that the Retirement System be allowed to offer options, if necessary. These changes will require Charter Amendments.

Commendations to the Retirement Board for conducting meetings in an organized manner and for showing respect to the employees involved. Mr. Dan Maguire of the City Attorney's office also exhibited extreme fairness and thorough preparation at these meetings. Finally, thanks to Mr. Mattrocce for sharing his experiences and insights as a veteran City employee with us.

CIVIL SERVICE COMMISSION

The Personnel Department is responsible for rendering service to departments and employees through the implementation of salaries and the examination, selection and appointment of employees. This department is managed by John Walsh, under the authority of the Civil Service Commission. The Commission is composed of five members, all of whom are appointed by the Mayor; Carlotta del Portillo and Allen Haile were appointed in 1979 to replace two Commissioners who resigned their positions.

The Civil Service System in the City is archaic; budgetary and Charter restrictions prevent the department from operating in a modern manner. The budget for the fiscal year, beginning July 1, 1979, is 78% of the budget for the year beginning July 1, 1977. The number of employees in the department ranks 212th of the 238 cities surveyed. There is one training officer for 25,000 City employees. As long as these conditions exist, there will continue to be a long time between examinations. The line item budget used in the City is another cause for the long delay between a department's request for an employee and receipt of the employee. The FIRM accounting system which will be effectuated during 1979-80 should greatly alleviate this problem.

CIVIL SERVICE COMMISSION (continued)

In spite of these conditions, the Civil Service Commission has made progress in achieving the following goals:

1. Proposition B, approved by the voters in November, 1978, allows performance evaluations to be considered in promotions, allows the Civil Service Commission to review and take action on discrimination allegations against appointing officers, allows the Civil Service Commission to continue test procedures in spite of certain protests, and extends the probationary period for new employees.
2. Civil Service rules are being updated at the rate of two rules every three months.
3. The performance evaluation system will be effective July 1, 1979.
4. The conversion of time roll audit and certification to electronic data processing should be complete by October, 1980.
5. Pre-employment physicals are now required for all new employees, including temporary and CETA employees.
6. Per the Comptroller's Office, "anticipated" time rolls should be eliminated in September or October, 1979.

Other important items include the following:

An appropriate Annual Supplementary Affirmative Action Plan for Equal Opportunities, which includes goals and timetables, should be effectuated promptly. Such a plan was referred to the Commission by staff on March 20, 1978. To date, a plan has not been adopted. If the Board of Supervisors and the Civil Service Commission agree, the City may have a plan by November.

The current entry level examination for Q2 Police Officers should be re-evaluated. The test has not been technically updated since 1974. Parts of the test should be eliminated. Of the 162 items on the present test, only 107 will be used to determine the score. Correct answers to 60% of these items is passing. Thirty items on "Report Writing" will be used in scoring the test, but only five of the 15 questions on reading comprehension count in the scoring.

Because of the many complaints about the police applicants' inability to see and/or hear the film at the various test locations, Mr. Walsh has assured the Grand Jury that if an audio visual test is used again in future years, the test will either be administered at a single location which has adequate equipment, or new equipment for showing the film will be rented.

CIVIL SERVICE COMMISSION (continued)

Many employees and some supervisory personnel do not have an adequate understanding of the City's Civil Service regulations. Employees often depend on their unions for knowledge of their rights and responsibilities. They are not aware, for example, that the Charter prohibits night time differential and time and a half overtime pay for members of the Police and Fire Departments.

Some supervisors are apparently unaware that the Department of Public Health and the Department of Social Services, rather than the Civil Service Commission, are responsible for entry level tests for their own employees. Negotiations are currently underway for the Airport and Police Commissions to have responsibility for tests for entry level positions in those departments.

Also, if a department requests that a potential employee not be appointed due to the results of a background investigation, the investigation must have been conducted in a thorough manner; the results presented to the Civil Service Commission must be proven facts rather than allegations. The Grand Jury recommends that Civil Service be funded and staffed so that a Civil Service newsletter can be issued regularly; the newsletter should explain Civil Service rules accurately and as simply as possible.

There is an ordinance before the Board of Supervisors which could be approved by July 1, 1979. It would provide that all full time temporary employees (with five years of service) would become members of the Retirement System and Health Service System. These employees would still be considered temporary for pay purposes.

The situation of the other temporary employees (about 6,000) should be improved. These people perform work for the City, but are not members of either the Health Service or the Retirement Systems; their pay is for the Step I (lowest) grade of their class. The permanent staffs of the departments should either be increased or the unused money from the permanent accounts should be used to fund temporary jobs rather than giving the departments special funds for temporary employees. There are some cases in which this recommendation should not apply, i.e., employees who are really temporary -- those that are employed for six months or less.

The Grand Jury also recommends that public meetings of the Civil Service Commission should begin at a scheduled time, proceed with efficient speed, be conducted in a manner which exhibits respect to the participants, and always be equipped with an operating microphone.

The final recommendation of this Jury is that the Civil Service Commission be allocated seven additional personnel to staff a test validation unit. When this unit is operational, the departments' criticisms about the reliability of Civil Service tests

CIVIL SERVICE COMMISSION (continued)

should be extensively reduced.

Our commendations to Mr. Walsh for his cooperation with the Mayor's Office of Employment and Training and with the Chief Labor Negotiator of the Employee Relations Division, as well as his efforts to personally visit City departments to learn about their problems with Civil Service.

PUBLIC SERVICE EMPLOYEES - CETA

Because the Mayor's Office of Employment and Training (MOET) is principally funded by the Federal Government, civil grand juries do not usually report on it. However, due to the Labor Department's regulation that certain employee participants in the Public Service Employees program will be terminated on September 30, 1979, and the corresponding complaints by City Departments that they will lose necessary employees due to this regulation, this Grand Jury visited Mr. Bob Won, Coordinator of the Public Service Employees Division. We learned that:

1. Mayor's Office of Employment and Training is funded by the Department of Labor, through the provisions of the Comprehensive Employment and Training Act - CETA. MOET is called a prime sponsor.
2. Public Service Employees program is part of the CETA program. It provides training and job placement in public agencies and private, non-profit agencies for eligible persons who are unemployed due to "bad times" (the general economic situation) or due to being either unskilled or structurally unemployed. The structurally unemployed are those who are skilled for a specific job, but who are unemployed because positions in their fields of skill are not locally available.

The City and the School District currently have approximately 2,600 Public Service (CETA) employees.

3. The Department of Labor determines the amount that a prime sponsor receives for this program. The amount is based on the unemployment rate. In fiscal 1978, the Mayor's Office of Employment and Training received \$33,000,000 for the program; this money funded jobs in City, State and Federal Government and in private, non-profit agencies.
4. Persons employed through this program receive the benefits due other temporary employees. Therefore,

PUBLIC SERVICE EMPLOYEES - CETA (continued)

when they work for the City, CETA's are not members of the Health Service System or the Retirement System and are not covered by Social Security.

5. The Public Service Employee (CETA) receives the same pay as other employees in Step I of the same classification. The amount of salary that is not funded by CETA is paid by the employer.
6. The Department of Labor, effective January 26, 1979, will pay up to \$12,000 annually to fund a CETA position, but it will not pay more than \$8,935 average to fund all the CETA employees hired after April 1, 1979 through a single prime sponsor.
7. Effective September 30, 1979, all persons who have been employed through the Public Service Employees program (CETA) for at least eighteen months, will be terminated from the program. Therefore, the City and County of San Francisco will lose approximately 2,000 CETA employees.
8. The program is regularly monitored by the Department of Labor and was audited by the General Accounting Office three years ago.
9. Some positions that are currently filled by CETA employees who will be terminated on September 30, 1979, will thereafter be filled by CETA employees. However, due to the average \$8,935.00 that the Department of Labor will fund per position, most future CETA employees will fill the lowest paying City positions. For example, there are currently 110 members of the Transit Police Force; all except one of these are CETAs. Seventy of them will be laid off on September 30, 1979. They each received a salary of \$13,200.00 effective July 1, 1979. Therefore, if all 70 vacant positions were to be funded through the CETA program, approximately 420 junior clerk positions would have to be funded by CETA in order to maintain the Department of Labor "average" provision.

It appears that the City may be using the Public Service Employees (CETA) program to save salary money rather than to achieve the goals of the program.

PUBLIC SERVICE EMPLOYEES - CETA (continued)

Our thanks to Mr. Won for his patience and cooperation.

Frank Harrison

Blossie C. Williams

Elizabeth A. Dowd, Chairman

CHIEF ADMINISTRATIVE OFFICER

The office of the Chief Administrator of the City and County of San Francisco seems designed to provide the amalgamating force which can bring cohesive and cooperative order to many of the City's important "housekeeping" departments. This, however, comprises only a part of the responsibilities with which the CAO is charged. There are special projects under his jurisdiction (such as the Moscone Convention Center, waste water management and solid waste disposal) as well as division of funds from the hotel tax and managing the City's insurance program, while also maintaining positions on the Planning Commission, the Capital Improvements Advisory Committee, Refuse Collection and Disposal Rate Board, EDP Priority Committee, and the California Academy of Sciences. It is obvious that the proper functioning of this office requires superior executive ability. The CAO is appointed by the Mayor, subject to confirmation by the Board of Supervisors, and serves at their pleasure for a period of ten years.

Mr. Roger Boas was appointed Chief Administrative Officer during the 1976-77 fiscal year, and in the past year appears to have made considerable strides in bringing the diverse duties of the office under better control pointing toward increased efficiency and progress for the City.

A great attribution toward this goal has been his aiding in the resolution of legal difficulties which have beset the Yerba Buena Project (now named George R. Moscone Convention Center) and prohibited the sale of revenue bonds to finance completion of the project. This is no small accomplishment when it is realized the project was first proposed 24 years ago, and for the period from January, 1977 to June 30, 1979 alone the sum of \$835,000 in legal fees has been paid (including anticipated payments). Payment includes services of the City Attorney's office, fees to the firm of Morrison & Foerster relating to trial expenses, and fees for bond counsel to the firm of Orrick, Herrington, Rowley & Sutcliffe. Once the legal cases in which the project was entangled were resolved, the bonds could be marketed. They received an A rating, went on sale April 11th, and the entire issue amounting to \$97 million was over subscribed.

Mr. Boas has since turned more attention to the waste water management and sewage disposal projects in support of the Plans of the Department of Public Works and Planning Commission to wire approval of the State Coastal Commission. This approval was obtained June 6, 1979 subject to strict conditions set by the Coastal Commission. The CAO's office is currently working to determine the proper interpretation of the language used to set out the requirements of the Coastal Commission in an effort to facilitate meeting their conditions.

CHIEF ADMINISTRATIVE OFFICER (continued)

The CAO was criticized in the 1977-78 Grand Jury report for not providing sufficient communication opportunities between himself and department managers under his jurisdiction. In an effort to meet this criticism and improve the then existing procedures while endeavoring to manage his own time as efficiently as possible, he has made the following changes in informal reporting to him of each department. Weekly written reports are given to the CAO from brief written reports provided by each department head and which are channeled as follows:

Public Administrator/Public Guardian)	}	via Wallace Wortman, Head of Real Estate Department
Registrar/Recorder		
Agriculture/Weights & Measures		
Purchasing		
Real Estate	}	
Coroner	}	via Dr. Mervyn Silverman, Head of Dept. of Public Health
Public Health		
Electricity	}	via Jeffrey Lee, Acting Director Appointed Head of the DFW in the Past Year
Public Works		

Weekly reporting meetings are held with the CAO.

For the most part, this updated procedure seems to be working more satisfactorily. In the event there are questions with regard to the weekly reports of the department heads or last minute changes or additions, the CAO or a member of his staff is always available by telephone, as well as the department heads.

Two additional measures toward greater efficiency, as suggested in the previous year's Grand Jury report and approved by the electorate in last November's election, will be instituted at the beginning of the new fiscal year. The Tax Collector is removed from the jurisdiction of the CAO and placed with the Treasurer, and the County Clerk is removed from the CAO's office and placed under the jurisdiction of the Superior Court.

There has also been criticism of the CAO in the public press contending that he is proposing Charter amendments designed to expand his "executive suite". It should be made clear that no new positions are being requested, rather that certain currently designated Civil Service jobs be made appointive. This is an effort to bring into City Management at the upper levels, especially in the Departments of Public Works and Public Health personnel of professional capabilities to improve the over-all performance of those departments. It should be noted here that specifically in the instance of the Department of Public Works this is one of the results of recommendations made by

CHIEF ADMINISTRATIVE OFFICER (continued)

the firm of Touche Ross & Co., which was employed to provide an objective analysis of the department directed toward its long-term efficiency and effectiveness and which, Touche Ross & Co., states, if implemented could provide an annual net benefit of approximately \$6.7 million.

It is appropriate at this juncture to take note of a significant contribution Mr. Boas had made in the last year. At his instigation private industry has been persuaded to offer to the City the services of some of its employees considered experts in given areas to form teams which have gone into selected departments (such as Purchasing and Real Estate) to objectively analyze subject departments and make recommendations as to improvements which could produce greater efficiency and effectiveness aimed toward dollar savings. Companies which have participated in this effort are Crown-Zellerbach, Pacific Telephone, DelMonte Corporation, the PG&E, Coldwell-Banker, Coopers & Lybrand, Chevron, U.S.A. and Bank of America. These organizations and their representatives are due sincere appreciation and thanks from all citizens of San Francisco, and Mr. Boas is to be commended for his astuteness in instituting this procedure and his effective persuasion in bringing about its implementation. It is to be hoped that an even wider application of the program throughout other City departments will be encouraged and utilized.

In light of Proposition 13 cuts there has been speculation that the City's arts and cultural programs will suffer from short-sighted economies. Partial support of many of these programs comes from the City's Publicity and Advertising Fund. Some were dropped completely. The CAO requested that the Board of Supervisors restore this Fund to pre-Proposition 13 levels. This has been approved.

The CAO intends to continue to take an active role in planning for the top-side development of the block above the Moscone Convention Center, and a secondary role in the planning for usage of surrounding property under the control of the Redevelopment Agency. However, now that the Moscone Center, the waste water management and solid waste disposal programs have progressed substantially in the last year, it is hoped that the CAO will turn even more of his time, energy and considerable talents to areas which he considers of prime concern to the City, namely, development of competent middle management in all departments operating under his jurisdiction, the acceleration of adoption by all departments of the new accounting system and related problems involving EDP, City and County debt retirement, and promotion of departmental efficiencies directed toward providing funds for repairs to plant and capital improvements. It is this committee's recommendation that he do so. His allocation of more of his time to discussions with each of the department heads serving under him would be beneficial to them as well as an effective means of aiding in the resolution of some of the problems outlined above.

CHIEF ADMINISTRATIVE OFFICER (continued)

Mr. Boas has attracted to his aid in carrying out the duties of his office a hard-working, able, well-informed and courteous staff. He is to be congratulated for this accomplishment, and they are to be complimented for their achievements in the administration of a complex office.

DEPARTMENT OF ELECTRICITY

The Department of Electricity headquartered at 901 Rankin Street, is the vital communications branch of City services. It is headed by Mr. Burton H. Dougherty who has been its General Manager since 1966 and does an outstanding job in spite of the ever-increasing problems occasioned mainly by budget restrictions. The department is under the jurisdiction of the Chief Administrative Officer, and the General Manager reports to the CAO through the Director of Public Works. This is a change effected this year from his reporting to the CAO through the Manager of the Real Estate Department. The new arrangement seems to be working satisfactorily.

The department is charged with the installation and maintenance of radio, electrical and wire communications systems of the Police, Fire and Health Departments, installation and maintenance of fire alarm boxes, parking meters and traffic signals. These services are instituted through work orders issued to the department from other departments.

Although the department operates efficiently and provides good service to other departments with a minimum number of people, there is a general feeling among all personnel that they are falling behind in general maintenance on a regular basis due to lack of funds for adequate staffing and lack of time to accomplish repairs as well as routine maintenance. The workload of the department increases in direct proportion to the increased number of installations required by City growth. For instance, there are currently 15,600 parking meters in the field and the number grows. The same situation prevails with regard to traffic signals. The operating people currently are on a seven hour day due to budget limitations. Neither is it possible to attract additional competent electricians and/or machinists to fill approved but vacant positions since the current pay scale is below what such a worker can command in private industry.

The General Manager still attends meetings of the Disaster Council, chaired by Mayor Feinstein, and works with the Director of Emergency Services, Edward Joyce. The State has approved the plan for Emergency Operations under which the 911 emergency number is the first step. Although the Mayor has not yet applied for State

DEPARTMENT OF ELECTRICITY (continued)

Funds to implement this operation and the Police Department has not yet given Pacific Telephone a firm plan as to its needs, Mr. Dougherty feels that the 911 number will be put in service within a year.

The General Manager has been advised that there is a recommendation being made to the Finance Committee of the Board of Supervisors to eliminate the police call box system in an effort to cut the Electricity Department budget by the amount of the maintenance costs of the system - some \$56,000 a year. It consists of 467 call boxes on the street, 47 located in the Hall of Justice, and 27 located outside the Hall of Justice in such places as the Fire Chief's office, the Mayor's office, Health Department, etc. The system is used daily not only by the Police Department, but by the Fire, Health, Sheriff's Department and Department of Electricity. It has consistently proven to be a valuable aid to all departments in maintaining communication with each other, and in time of emergency is a major supplemental communications system, a vital addition at such times when the regular telephone system inevitably becomes overloaded. It is a dependable alternate system and has often proven its worth to all departments. Mr. Dougherty is not in agreement that this system should be eliminated and is recommending that it be continued. It is also the feeling of the Grand Jury that this installation should be retained.

The committee found the scope of the work performed by this department to be impressive and it is accomplished in an outstanding manner. A general spirit of cooperation pervades this service group fostered by the knowledgeable administration of the General Manager.

OFFICE OF THE CORONER

While the Coroner's office does an admirable job under difficult circumstances, it appears that unless it receives adequate City support its functioning will be severely impaired. The Coroner and his staff have worked hard to build, and do enjoy, a reputation for accurate, dependable and unbiased reporting which redounds to the benefit of the City and County of San Francisco. Yet, due to limitations being imposed upon the office by severe under-budgeting and short-stopping, it is inevitable that this may not continue. This is a situation which pre-dates Proposition 13 cuts.

The Coroner's office operates under the jurisdiction of the Chief Administrative Officer. The Coroner, Dr. Boyd G. Stephens, currently reports to the CAO through the Director of Public Health as a means of conserving the time of the CAO. This is a change effected this year from his reporting through the Manager of the Real Estate Department. It is yet to be seen if this is an

OFFICE OF THE CORONER (continued)

improvement for either the CAO or the Coroner.

The Coroner accepts for medical examinations an average of 2,000 cases a year; that is, the investigation of deaths open to question in the City and County. While this is not the extent of his duties, it is one of his primary functions. Currently, the office is running approximately 150 cases behind in written reports of its autopsies and four to six weeks behind in issuance of death certificates. While this is a situation which should not be allowed to continue, that these numbers are no greater is a credit to the industriousness and diligence of the office given the difficulties under which it strives to carry out its functions.

Under a new State law a dental chart on each case the Coroner handles must be filed in Sacramento. Were it not for the fact that the State will pay the costs of these charts, the requirement could not be met as there are no funds in the Coroner's budget for such. As importantly, were it not for the work contributed by a volunteer forensic odontologist, the work would not be accomplished. A retired employee contributes 4 to 7 hours office work a week. The Coroner's office receives the benefit of an average of 200 hours a month contributed by a dedicated and interested group of volunteers. Every member of the staff consistently works 4 to 8 hours overtime a week even though there is no money in the Coroner's budget at the moment to pay for overtime. All that can be offered is compensatory time off; however, due to short-staffing this is not a realistic probability. Also, vacations are not presently being scheduled due to lack of funds in the budget to replace the staff member.

A full-time toxicologist is an urgent need. The staff presently operates with a part-time toxicologist and full-time toxicologist's assistant. After a period of nine months, the position of Administrative Coroner was filled in February. Of the 30 people on the Coroner's staff, there are 10 investigators who are licensed embalmers. It is the only uniformed group in the City which does not receive a uniform allowance. The employee is required to bear these costs personally. When it is realized that the office operates 24 hours a day, 7 days a week, in fair weather and foul, these costs are not inconsiderable. Such items as rain coats have been cut from the budget. Even batteries for flashlights are not furnished.

Equipment in the office continues to be outdated and undependable, impairing the capabilities of the office. A typewriter in satisfactory working condition would be considered a boon of inestimable value in this department, not to mention sophisticated instrumentation essential to improved performance.

The Coroner and his staff seek every means to stretch the limited budget of the office. To provide only a few examples of this effort, the following are set forth: paraffin blocks (tissue

OFFICE OF THE CORONER (continued)

samples) are stored in dozens of cigar boxes contributed by the concession in the Hall of Justice so filing cases will not have to be purchased; a staff member with a flair for electronics helps to repair instruments so that "down-time" will be shortened and costs minimized; the Coroner helps repair equipment and routinely takes home surgical knives and repairs them in his spare time, the department does its own laundering of such items as surgical gowns. These may not be the most important resource-saving devices the staff employs but are presented here to illustrate the valiant but losing battle the staff fights to keep the office functioning as efficiently as possible.

The Coroner also expends time and effort seeking outside funds through grants to supplement the capabilities of the office and reduce costs to the taxpayers. Chemicals and materials purchased through grant funds allow the office to run some City tests along with tests required under the grant. The National Institute of Health this year has funded a research study in the area of Sudden Infant Death Syndrome in the amount of \$200,000. This is the only office in the United States to receive such a grant thus far.

The Coroner also tries to improve investigative techniques and clinical procedures for the good of the City by lecturing, attending seminars and participating in discussions at meetings of such bodies as the University of California Medical Students, San Francisco General Hospital Pediatrics Department, San Francisco College of Mortuary Sciences, San Francisco Dental Society, San Francisco Department of Public Health and more than 50 other groups. This year he was requested to address (for the first time in six years) the students at the Police Academy, and did so on March 23rd.

The potential of the office, however, is largely unused and undeveloped for basic research in fields which could improve the quality of medical and community care. Yet there are no funds provided for training personnel to these ends. This is a disservice to the City and County in the long view. The office is a necessary service to the living, and its potentialities should be fully explored and developed.

Due to such reasons as the constantly expanding medical facilities located in the City and the increasing older population in the area, the workload in the Coroner's office accelerates accordingly. Due to this as well as some of the numerous problems delineated in the foregoing, it is increasingly improbable that qualified, competent employees will be allocated to the office. Perhaps more importantly, it will be increasingly difficult to retain qualified, competent employees now in the office.

If the Mayor's recommended budget cut of 5% is approved, coupled with Proposition 13 cuts and the previous year's cuts, it will

OFFICE OF THE CORONER (continued)

mean that this department's budget will have been cut 45% in two years. Given such a restrictive basis on which to function, it is not reasonable nor realistic to expect that the office can achieve its designated purpose. If it were not for the dedication and loyalty to the office exhibited by the Coroner, Dr. Boyd G. Stephens, his staff and the invaluable volunteers the office could not today perform as well as it does. A lack of attention to the needs of this department from the Mayor, the CAO and the Board of Supervisors seems evident. Though invitations are not needed, invitations have been issued to each of the City servants to visit the office of the Coroner at any hour of the day or night any day of the week for a personal evaluation, yet not one has found the time nor demonstrated enough concern to inspect the facility.

By not adequately supporting this mandated office which provides a vital service which by law cannot be dispensed with, it appears that the City and County of San Francisco is failing to carry out its duty, but rather is depending upon the good will and largess of others to meet a responsibility which rightfully resides with it.

Edith T. Griego

Vivian M. Kalil

Mildred D. Rogers, Chairman

DEPARTMENT OF FINANCE AND RECORDS

During the term of this Grand Jury the Department of Finance and Records administered and serviced the activities of the Commissioner of Agriculture, Sealer of Weights and Measures, County Clerk, Recorder, Registrar of Voters, Public Administrator, Public Guardian and the Tax Collector. The acting Director was Mr. Thomas Miller who was appointed by the Chief Administrative Officer.

TAX COLLECTOR

Except for a brief period during the parking meter collection scandal, Mr. Thad Brown has been Tax Collector of San Francisco for nine years. The Tax Collector's Office is divided into seven departments: Cashier, Licenses, Business Tax, Real Estate, Investigation and Delinquent Revenues. The Tax Collector's principal function is the collection of taxes and license fees.

The Tax Collector has aroused a great deal of attention the last few years because of the parking meter collection scandal. The collection is now being handled by Brinks and the Bank of America, with a significant increase in the amount of revenue collected. This entire matter has been given a great amount of coverage in the news media and various persons have been in court on charges relating to the scandal and hopefully this entire matter is now in the past.

Over the years the staff and the workload of the Tax Collector has grown. Part of the reasons for this growth are the new assignments which have been directed at the Tax Collector. In 1968, the institution of the business tax generated a need for an increased operation and more staff. More recently the Tax Collector has been held responsible for issuance of preferential parking stickers. The Tax Collector is also responsible for the delinquent collection procedure for San Francisco General Hospital bills. But for all of these income generating procedures and activities, this department is still liable for budget cuts. This must be very hard for the Tax Collector to understand because Mr. Brown states he can document the fact that with a larger staff he could bring in more money. He also feels that he could recruit better people than those being brought in by Civil Service. It seems absurd to cut the staff of departments which carry out procedures that generate revenue if the director of these departments can demonstrate that increased staffing would lead to more funds being generated.

REGISTRAR OF VOTERS AND RECORDER

Mr. Thomas Kearney is the Registrar of Voters and County Recorder. The registrar of Voters is required to: Register voters, prepare and disseminate voters' handbooks and sample ballots, conduct the elections, and register candidates.

This Grand Jury had received a complaint that during election day officials at various polling places were perhaps intoxicated, drugged or just not all that efficient. Mr. Kearney operates the Registrar of Voters with just 18 permanent people. He must hire and train over 3,600 temporary employees to work on election day. This appears to be a tremendous task which is performed as well as could be expected. However, with all the people hired it is almost inevitable that mistakes are bound to be made in the hiring process. Before election day, ads are run in the news media, recruiting workers for election day. For better elections and better polling place workers more people in San Francisco need to offer their services for work on election day.

The County Recorder is required by State and County laws to receive, record, index and preserve papers such as property documents, tax liens, death certificates, military discharges and upon request to issue certified copies of them. The Recorder's Office has the same age old complaint that the people in this office are overworked. With budget cuts it is difficult to remedy this situation.

PUBLIC ADMINISTRATOR PUBLIC GUARDIAN

Mr. James Scannell is the Public Administrator and the Public Guardian. As the Public Administrator he administers the estates of those deceased persons having no executor and in some cases administers estates as ordered by the Court. The fee for the administration of these estates is set by the Court. His office has a big backlog of estates, 1100 estates four years or older when we visited him, which because of insufficient staff he has not been able to handle.

Most of these estates are rather small monetarily. He currently has four attorneys working in the Public Administrator's office. This office has never been self-sufficient but Mr. Scannell feels it should be, in fact he feels he could make money. We believe the City government should listen to and support people such as Mr. Scannell when they feel their departments can be self-sufficient.

As Public Guardian, Mr. Scannell is appointed by the courts to serve as guardian of persons or estates. He was legal guardian to 385 people when we visited him. Mr. Scannell appeared to be a

PUBLIC ADMINISTRATOR PUBLIC GUARDIAN (Cont.)

very resourceful person with some new ideas for his departments. We hope he continues with as much enthusiasm as he showed when we visited him and would hope he gets all the support the City and County government can supply.

COUNTY CLERK

The County Clerk, Mr. Carl Olsen, is the ministerial arm and record keeper of the Superior Court. As such the Clerk's Office receives, indexes, files and retrieves legal documents for the Superior Court. These documents also serve the need of litigants, attorneys and the general public. The Clerk's Office is also responsible for court clerks to the Superior Court. In this area, Mr. Olsen feels that the Civil Service is a thorn in his side. He believes that the Civil Service cannot determine who will be a good court clerk and that it can only test this area superficially.

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES

This department is under the direction of Mr. Raymond L. Bozzini and is composed of three units:

1. Agriculture.
2. Sealer of Weights and Measures.
3. Farmer's Market.

As Agricultural Commissioner and Sealer of Weights and Measures, Mr. Bozzini is primarily involved in consumer protection. The Agricultural Commissioner is responsible for the administration of County, State and Federal laws which provide protection to the consumer, the environment and the agricultural industry. An example of the type of service is the spot-checking of fruit in retail markets.

The Sealer of Weights and Measures is responsible for seeing that all scales and measuring devices in the County of San Francisco show the proper net weight, measure or count. This responsibility also extends to package goods. They must also show the correct measure or weight.

The Sealer of Weights and Measures is also responsible for testing the meters on taxicabs. There are 900 cabs in San Francisco so all of the meters are not tested annually, although the meters are tested after complaints to the Police Department. Because of budgetary problems this office has been unable to test electric submeters in the City and County of San Francisco. Consumer protection groups in San Francisco should be alerted to this situation since there are estimated to be 15,000 to 20,000 of these meters in San Francisco.

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES (Cont.)

The Farmer's Market is located at 100 Alemany Boulevard and is operated by the City and County of San Francisco so that farmers or growers can sell what they grow directly to the consumer. A fee is charged to the grower for the use of a booth on the premises. The year of 1977-78 saw the first year the Market's operating expenses exceeded revenue. Hopefully, this will not be a growing trend but Mr. Bozzini does not believe the Market can continue operating as it is now.

We recommend that some sort of group be set up to study what kind of future a Farmer's Market in San Francisco might have. It appears that this type of market is very valuable to our area and hopefully our Farmer's Market can be improved and developed.

Frank Harrison

William D. Kremen

Charles K. Desler, Chairman

DEPARTMENT OF PUBLIC HEALTH

The goal of the San Francisco Department of Public Health, under the direction of Dr. Mervyn F. Silverman, is to ensure maximum levels of physical and mental health in the community. To reach this goal, each section or division of the Department is utilized.

The Grand Jury of 1977-1978 presented a detailed explanation of each of these sections or divisions; therefore, this Jury will only report on certain sections of the Department.

Community Public Health Services

The Public Health Programs division of the Department, under the dedicated leadership of Dr. Lorraine Smookler, exists to protect and promote the health of all San Franciscans. No other agency in the community provides such public health services, yet the budget for this section for 1979-1980 is 78% of the budget for 1977-1978. The City should set priorities regarding what are the most important services to the people of the community. For example, it has been said that the animals at the S.P.C.A. get more medical care than the juveniles at Youth Guidance Center. The City also sponsors the Civic Center Art Fair and puts red tile crosswalks on Ocean Ave, while some of the Venereal Disease follow-up programs have been eliminated, regardless of the fact that San Francisco has the third highest rate of V.D. in the United States. The reduction in the number of Public Health Nurses has also caused the diminished effectiveness of school health programs.

The five District Health Centers (Mission, Westside, Southeast, Northeast, and Sunset-Richmond) provide chiefly preventative medical services such as general physical examinations, immunizations, glaucoma screening, blood pressure screening, birth control advice, baby clinics, and nutritional advice. At the present time, there is no charge for these services because the people most in need of the services either can't afford to pay for them or would not participate in the programs if they had to pay.

We visited District Center #1, located at 3850 17th Street; this is one of the largest in the City, under the direction of Dr. H. Corey. The Center appears to be well operated but does not truly reflect the needs of all the people in the District. This Grand Jury recommends that some of the special services given at this center should be handled in a more discreet manner.

Laguna Honda Hospital

Laguna Honda Hospital has approximately 900 patients; 60% of these are over 60 years of age. Medi-Cal pays \$29.43 per day,

DEPARTMENT OF PUBLIC HEALTH (continued)

per eligible patient, but the cost of regular care is \$36.00 per day and the cost of heavy nursing care is \$83.00 per day. The counties of San Francisco, San Mateo, and Alameda have presented a paper to the State Health Department to explain the real costs of nursing care and to attempt to initiate legislation to increase the Medi-Cal rate payable.

To bring the hospital up to safety standards, \$3.5 million has already been spent on fire protection; an additional \$4 million is needed for further building repair. Claredon Hall should be ready for occupancy by the end of 1979. It will provide skilled nursing care for 170 patients, 2 patients per room.

The patient care at Laguna Honda is very good; we were especially impressed by the staffs on the critical care wards.

We recommend that the hospital's administrative staff become more attentive to responding to questions from the public by telephone.

San Francisco General Hospital

Programs operating effectively at San Francisco General Hospital include the medical library, the dental program through the U.C. Dental School, the Rosalind Russell Arthritis Foundation, research on Cardiac cases and sickle-cell anemia and the EKG & LVN program, which operates in conjunction with City College of San Francisco.

We suggest that the 1979-1980 Grand Jury intensely investigate several areas at San Francisco General Hospital. It appears to us that the hospital is operating deficiently. We would like to see realistic resolution of these problems: the long waiting time for patients in the emergency room, the loss of accreditation, the poor moral and lack of training of the staff, and whether the Administrator can adequately perform that job with the restrictions of the current Charter.

The Emergency Service -Ambulances-

Under the direction of Mr. Robert Butcher, San Francisco has a favorable ambulance service taking into consideration the inadequacy of necessary equipment with which to accomplish the job they are called to do.

This department receives about 60,000 calls per year. The necessary amount of servicable ambulances needed to answer these calls should be:

DEPARTMENT OF PUBLIC HEALTH (continued)

8 at day time and 6 at night, but the department only has 12:
6 of them are from 1972 with 150,000 miles
4 of them are from 1976 with 60,000 miles
2 of them are from 1977 with 50,000 miles.

This Grand Jury highly recommends that steps be taken to improve this department by giving them 8 new ambulances to replace those that are often out of service.

The ambulance personnel from the medical point of view is very efficient. However, the driving skills need improvement. This Grand Jury recommends that special driver training be given to the ambulance attendants in order to cut down the number of accidents. We also disagree with the Board of Supervisors' recent action to charge \$68.00 per ambulance trip. The real cost to the City of each trip should be investigated by the next Grand Jury.

Hall of Justice Jail

We visited the jails on the 6th and 7th floors of the Hall of Justice on April 12, 1979, because of last year's Grand Jury report about the drug problem. Prior to and during our visit, we were assured by the medical staff that there was no problem with the dispensing of drugs by the medical staff.

Then on April 28th we read in the paper "A Big Drug Bust inside San Francisco jails," at that time and now we have been unable to investigate this problem. We feel it is very important that next year's Jury look further into the control, if any, used in dispensing of drugs thru the medical staff.

Also the doctors' and nurses' office is kept in a very disorganized manner. Possible there could be more space, if available, that could be given to the medical staff.

Elizabeth A. Dowd

Edith T. Griego

Clara T. Delgado, Chairman

PURCHASING DEPARTMENT

The Purchasing Department serves all the City departments except that of the San Francisco Unified School District in purchasing, repairing and maintaining all vehicles and other equipment as well as ordering all materials and supplies. There are five separate divisions within this Department: 1) Central Shops, responsible for all maintenance and repairs; 2) Stores and Equipment Division which operates and maintains a central warehouse and additional storage areas. This division also transfers and disposes of equipment which is either no longer useful or obsolete; 3) The Buying Division, responsible for actually ordering and obtaining all supplies, equipment, contractual services, and insurance; 4) Reproduction Division which operates a central printing facility which services all City departments; 5) Personnel and Accounts, which handles bids, accounts payable, payroll and accounting.

For nine years an adequate, accurate, effective and definite physical inventory has not been accomplished, nor is there a strict control of inventory levels which seem to be determined by budget allotments. The past three grand juries have strongly recommended that a thorough physical inventory of all City owned supplies and equipment be high on the list of priorities. (Reference is made to the report of 1975-76 which stated that an inventory had not been done in over six years; the 1976-77 and 1977-78 Civil Grand Jury reports reflected similar findings.) Although a chief of inventory and sales has not been employed for the past four or five years, a possible restructuring or shifting of middle management might help fill or alleviate this great void. A physical inventory should be done on a calendar basis by each individual department.

This past year the City was particularly plagued with the contractual services of its tow-away operation. In January one tow service could not perform its duties because of lack of sufficient tow trucks. Lack of storage space has been a stumbling block for many tow companies. Finally, a six month contract was signed with Community Towing on a trial basis. (Normally this contract runs for five years.) There were initial problems of adequate radio communication from the towing vehicle to central headquarters. The results of an audit on responses of pickups to tow calls by the Police Traffic Department is currently underway and the results should be known in July, 1979. The study is examining the statistics of tow-aways on primary and secondary streets as well as those made on accidents, blocking of driveways, and abandoned vehicles. Because of the nature of the towing business (the constant movement of vehicles) careful watch should always be kept regarding a proper check of vehicle ownership as well as length of storage before dismantling operations commence. This Grand Jury recommends that in the

PURCHASING DEPARTMENT (Continued)

future this department physically and thoroughly investigate the ability of each company to render the services contract.

With the exception of Muni, the Central Shop at Quint and Jerrold Streets maintains and repairs approximately 3,000 City-owned automotive vehicles, 815 of which are automobiles with an average age of 8 years (including approximately \$300,000 worth of new ones which were purchased in 1977). There are only about 90 employees who actually service, repair and maintain all vehicles. This number in personnel has not grown commensurately in size with the automotive fleet. The emergency service vehicles of the Police and Fire Departments and ambulances receive top priority. However, even 80 new police cars have to await delivery of special equipment due to a six to eight month delivery delay. Often little preventive maintenance is done on other departmental vehicles because of the length of time the vehicle may have to remain out of service. Consequently, much of the automotive fleet is sorely in need of repair or replacement. Because of the age of some vehicles, parts have to be found in junkyards or hand cast and forged within this division in order to make needed repairs. There is not presently a comprehensive maintenance or replacement program. A system of regular replacement such as three or four vehicles every year rather than all twelve in one year should be high in budgetary priorities.

Title II federal funds in the amount of \$728,000 have now been depleted, however these funds made it possible to place on EDP all of this division's information on accounting, usage, accidents, breakdowns, and preventive maintenance work. This information should be available July 1, 1979.

According to Mr. Joseph Gavin, Director of Purchasing, there has not been a forms analyst to review and monitor the reams of paper consumed in all departments. The Reproduction Division uses over 5 million sheets annually, which seems like an astronomical amount of paper for a city of approximately 700,000 people. However, with seemingly little effective control of inventory levels and only a reduction in budget as an incentive to reduce expenditures or inventory, it is little wonder that much overlap and duplication are bound to result. This Grand Jury recommends that a forms analyst might be retained on a pro bono basis as were management consultants from Chevron USA, Crown Z, Del Monte Corporation, and Coopers & Lybrand who, on May 21, 1979, completed a preliminary study of the Stores and Equipment Division of the Purchasing Department. The expertise, guidance and assistance these companies have given on a voluntary basis could prove invaluable. If the recommendations affecting cost reduction and improved efficiency are implemented, and if the City and County of San Francisco follows these general industrial organizational guidelines for all phases and functions within the Purchasing Department, there could be a substantial

PURCHASING DEPARTMENT (Continued)

savings in one division alone. These companies are to be congratulated for performing this much needed service and thus making a most valuable civic contribution. It is this Grand Jury's recommendation that the incoming Grand Jury follow closely the progress reports made on the first phase of this important study.

We wish to thank Mr. Gavin and his staff for their help and cordial reception and cooperation at all times.

DEPARTMENT OF PUBLIC WORKS

The Department of Public Works, consisting of several bureaus: Street Cleaning and Planting, Street Repair, Water Pollution Control, Building Repair, Building Inspection and Property Conservation, Central Permit, Bureau of Engineering, and Bureau of Architecture, has operated in 1978-79 with a budget of about \$35.8 million dollars.

Sources of Budget:	Sewer Service Fund	\$ 10,548,000
	General Fund	10,046,000
	Road Fund	15,141,000
Uses:	Equipment	1,190,000
	Materials	4,086,000
	Personnel	29,703,000
	Other	869,000

A management review study of the Department of Public Works was initiated more than a year ago and completed by Touche Ross & Co. in March 1979. Although it cost approximately \$200,000, if correctly implemented it may save the City in excess of \$6,000,000 annually by 1982. As of this report most of the suggestions made in the study are being effectively implemented. The cooperation which Mr. Jeffrey Lee and his staff gave Touche Ross management consultants during the study reflects their willingness to expedite steps which lead to a more efficiently run department. Most of the recommendations made regarding operating improvements and allocation and utilization of bureau resources should be completed by December, 1979.

As a direct result of the management study, the building permit processing time has already been reduced by one-third. All permits are now issued from one division. Plans are now reviewed simultaneously by various units of the Department of Public Works. Consequently, citizens should be notified more quickly of incomplete documents or other problems. The City should receive increased revenue of approximately \$2,245,000 if building permit fees are raised to reflect the true costs of checking plans and providing inspection. (Heretofore, the Department of Public Works

DEPARTMENT OF PUBLIC WORKS (Continued)

has also absorbed the overhead in billing State and Federal agencies for services provided.)

Mechanized street sweeping on a City-wide basis could mean a 7 to 1 savings. (The three year program will ultimately cost \$3 million dollars, including equipment and installation of controlled parking signs.) Controlled parking, necessary to effectively implement mechanical sweepers, has, when properly enforced, proven to be an effective source of revenue as well. In January the Board of Supervisors approved \$1 million, and at a cost of approximately \$45,000 to \$50,000 each, 23 mechanical street sweepers are presently in operation. In 1978-79 \$80,000 has already been saved. Ultimately the manual sweeping program will be reduced by 111 positions. (There will, however, always be a nucleus of a manual crew since there are areas where mechanization is not practical.) It must be noted that the average life of mechanical sweepers is only four to five years before replacement. However, this is still much less expensive and much more efficient.

Improvement of field crew scheduling could reduce the street repair staff. Already crews of smaller numbers are replacing larger ones to handle pot holes and small emergency repairs. The crews needed for each sewer repair job will be scheduled so that only one is on the site at a given time. The sewer repair staff would eventually be reduced as well. (The two aforementioned scheduling changes could bring about a savings of \$890,000.)

The sum of \$880,000 could possibly be saved if the amount of staffing closely reflects operating needs. Reduction of the staff of three city drawbridges by ten (five already have been reduced) would be a great savings since some evening shifts have as few as two bridge openings per month.

Eight positions of the sewage treatment plant have been re-directed due to closing and automation of one plant.

This year \$30,000 - \$40,000 could be saved if the Board of Supervisors approves an independent janitorial contract. The Department of Social Services was not cleaned for two weeks in October, 1978, due to the indecisiveness of the Board of Supervisors regarding these privately contracted janitorial services.

Traffic painters in the Bureau of Engineering could be contracted and will be tested. If acceptable, the Department of Public Works will seek full approval of the Board of Supervisors. Both of the above could take effect in September of 1979. If the Hall of Justice janitorial contract proves successful, then the Department of Public Works may ask approval

DEPARTMENT OF PUBLIC WORKS (Continued)

to contract City Hall.

By reassigning clerical work in the Bureau of Building Inspection, a considerable saving of \$305,000 could result. (Clerks in the Division of Apartment and Hotel inspections could do the paperwork presently done by inspectors.)

Most of these management recommendations made in the Touche Ross study, are presently being carried out to the most reasonable degree possible. We recommend that the incoming Grand Jury monitor the results and effectiveness of this important study.

With the restrictions of the 1978-79 budget, only one and a half miles of sewage repair could be accomplished this year. There are 900 miles of sewers in the City of San Francisco, 125 miles of which are brick and which conceivably may need much repair in the future.

It is the feeling of this Grand Jury that many of the duties and responsibilities of the Department of Public Works could be handled more expeditiously and cost effectively if it were given greater flexibility in hiring and firing many blue collar workers as needed for various jobs.

Last fall when it was discovered how potentially dangerous the chlorine stored in tank cars on the waterfront might be, the Board of Supervisors voted to switch to a more expensive sodium hypochloride at a cost of 1.8 million, thereby adding \$1.96 to the sewer service charge on the average bi-monthly home water bill.

The Grand Jury wishes to thank Mr. Lee and his entire staff for promptly responding to requests for information, as well as their courtesies and cooperation extended during our visits.

REAL ESTATE DEPARTMENT

The Real Estate Department is responsible for the acquisition, disposition, management and recommended demolition of all City-owned property as well as the appraisal, negotiation and preparation of all leases entered into by the City and/or any department thereof (with the exception of the Water Department and Airport which manage their own realty affairs in consultation with the Real Estate Department).

Now that the City's Westside Sewage Wastewater project has been approved, the Real Estate Department will complete the applications and negotiations with state and coastal land commissions as well as obtain and negotiate rights with approximately

REAL ESTATE DEPARTMENT (Continued)

400 property owners under whose properties the pipes will be placed. (Most of the pipeline will run beneath City street which, of course, are City-owned.) In addition, the Real Estate Department must now relocate 8 units of Army housing as well as the National Guard Armory at Fort Funston. (A suitable location in the Presidio is presently being looked into for the latter.)

The Charter and Administrative Code often mandate rules which are difficult to carry out, i.e., for nearly a year the State of California wanted to lease Hidden Valley Ranch from the Hidden Valley Ranch could not get money for the work order to have the Department of Real Estate handle and expedite these negotiations. (Only recently has this been accomplished.) Due to this unwieldy and slow process, the City is losing revenue from properties which might otherwise be leased. Clearly the Real Estate Department and the Charter Revision Committee should work closely together in suggesting changes which might handle these matters more expeditiously.

The Real Estate Department has been waiting for over a year to effectively rent most of the presently vacant schools. However, since the School District has been slow in paying for the work order, very little has been accomplished as of this writing. With the great demand for idle school properties, this Grand Jury suggest that the School District move more swiftly in its attempt to fill these vacant buildings. (Presently only non-competitive agencies and services may use these premises, thereby preventing private or parochial schools from doing so.)

At the time of this writing, the Police Department, Hetch Hetchy, and the Department of Social Services are interested in leasing space from the School District. This Grand Jury feels that the needs of local City and County governmental agencies and departments should be given first consideration in these rentals.

The Grand Jury suggests further that a very careful analysis be made of all City departments and agencies presently occupying buildings which are privately owned to determine if money might be saved in the long run by moving certain department activities into those presently vacant schools without losing public and inter-departmental accessibility. The initial cost, of course, is that of moving which is a one time only cost.

Many vacant schools have fallen into disrepair through lack of use and vandalism. Should City departments and/or agencies lease these premises, this Grand Jury strongly suggests that the office of Mayor and the Chief Administrative Officer look into the possibility of obtaining the pro bono services of private industry in rehabilitating such buildings, i.e., paint, supplies and labor with which to accomplish this end.

REAL ESTATE DEPARTMENT (Continued)

It is important to note that the Real Estate Department has had only five fully funded employees since 1965, including its very able Director, Wallace Worman, an outstanding record to be sure. Since nearly all of the department's work is done by work orders and the work must be done regularly, 27 employees (85% of the department) are interdepartmentally funded. When budgets are made or cut, as the case may be, careful attention and special consideration should be given to very small departments, such as Real Estate, which have so little flexibility in shifting workloads in employment. Departments which are dependent on interdepartmental funding, in order to perform the required services, can ill afford any cuts.

Coldwell Banker examined, pro bono, the operations of the Real Estate Department and found its leases and appraisals to be fair and reasonable. Mr. Wortman is to be congratulated on his control and the direction given his department, particularly in view of the added responsibilities he has assumed under the direction of the Chief Administrative Officer. (See report on the Chief Administrative Officer.) We are most appreciative of the time and complete cooperation Mr. Wortman and his staff extended his Grand Jury.

William Noaks

Mildred D. Rogers

Genelle Relfe, Chairman

BOARD OF SUPERVISORS

Mr. John Molinari was sworn in as President of the Board of Supervisors on January 8, 1979 when the current president, Dianne Feinstein, became acting Mayor following the deaths of Mayor George Moscone and Supervisor Harvey Milk. As a result of this tragedy, three new supervisors were appointed by Mayor Feinstein to fill the empty chairs of Districts 2, 5 and 8. The Grand Jury commends the entire Board for their strength and ability to carry on business during a time of great sadness and confusion.

According to Mr. Molinari, the three major concerns for the supervisors during this past year have been: 1) housing; 2) crime; and 3) middle class flight to the suburbs. In addition to these three concerns, the supervisors have carried the added burden of reducing departmental budgets due to Proposition 13. Also, in 1979-80 a severe loss of trained personnel will take place in most City departments due to new federal regulations for CETA employees, which limit CETA personnel employment to 18 months. Mr. Molinari could not offer any solutions to these problems at the time of our visit with him in May, except that all departments would have to cope, and individually manage to carry out the same amount of productivity with less staff and fewer funds.

Aside from trimming each department's budget, the Board has chosen to contract out janitorial services since their budget analyst, Harvey Rose, has recommended that this would be a cheaper means of providing this service than the present system of City-employed personnel. To date, four departments have contracted janitorial services, and the report has been favorable. Mr. Molinari assured us that in negotiating the contracts with the private firms, a verbal agreement is made by the firm to employ a mutually acceptable number of the City's unemployed janitorial personnel. We strongly urge the Board to maintain fairness to the City's employees when negotiating these contracts.

The subject of rent control had been a major issue since last November. On June 12th of this year the Supervisors unanimously approved a rent control plan. This plan limits rent increases to 7% annually unless a landlord can justify an amount above that. Landlords were allowed an automatic 7% increase immediately following the signing of the new law. Those who had not raised rents since April 15, 1978 were allowed a 13% increase, and those who had not increased rents since April 15, 1977 were allowed a 19% increase. This new law also establishes a tenant/landlord mediation board comprised of two tenants, two landlords, and one neutral member.

BOARD OF SUPERVISORS (Continued)

Another major issue, in May, was gas rationing. We feel that the Board was slow to act in implementing the odd/even gas rationing plan. We agree that the odd/even system may not have been the most desirable plan, but the temporary uncertainty caused some concern for the citizens of San Francisco and placed them in a vulnerable position for several days, since most of the surrounding counties had already adopted the plan. We understand the Board's desire to exercise the City's legislative independence, however, they should not have allowed that type of political city versus state tug-of-war to take place during an emergency situation such as that.

With regard to the question of full-time supervisors as opposed to part-time supervisors, we recommend that the position remain part-time as it presently is. We feel the Board is doing an adequate job, and in light of the necessary budget and personnel cuts due to Proposition 13, salary increases to cover full-time supervisors would not be appropriate at this time. However, when the budget can more easily withstand it, the Grand Jury would be in favor of placing this proposition on the ballot.

In closing, we would like to recommend that the Board of Supervisors direct their attention toward the following summarized list of suggestions, and departmental needs:

<u>Department</u>	<u>Recommendations</u>
City Hall (in general)	Implementation of fire alarms/smoke detectors/sprinkler systems.
Budget Priorities (in general)	The Board should give special attention to smaller departments when cutting budgets, since these departments cannot absorb a cut as easily as a larger one can.
Electric Data Processing (EDP)	Additional space required.
Controller	Additional space required.
Superior Court	Additional space required.
Municipal Court	Space and security problems for many courtrooms. Additional supervision at Hall of Justice because of insufficient number of bailiffs to perform this job.
Law Library	Additional space required.

BOARD OF SUPERVISORS (Continued)

<u>Department</u>	<u>Recommendations</u>
Sheriff's Department	Additional space required. Need for female officers/deputies.
City Attorney	Additional space required.
District Attorney	Additional space and personnel required.
Public Defender	Additional space required.
Fire Department	Need for budget allotments for Emergency Medical Technician training for personnel because of a 75% increase in resuscitation calls.
Emergency Services	Central communications center needed.
Airport	Additional space required for medical facility because of projected major increase of foot traffic due to opening of the new terminal.
Police Department	Pre-Test Training needed before Academy.
Parking Authority	Investigation to determine if Parking Authority can be combined with another department such as City Planning or Department of Public Works.
Commission on the Aging	Grant Commission additional funds requested from parking tax.
Human Rights Commission	Additional funds needed to meet requirements of Chapter 12-A.
Purchasing Department	A complete inventory is badly needed of all City department supplies and equipment. Restructuring of middle management needed to alleviate the vacant position of Chief of Inventory & Sales. An annual emergency vehicle replacement program should be initiated. Forms Analyst on a pro bono basis should be sought. When a contract has been granted (i.e., janitorial, tow-service) a personal inspection of the company's facilities

BOARD OF SUPERVISORS (Cont.)

<u>Department</u>	<u>Recommendations</u>
Purchasing Department (cont.)	should be done to ensure that this company is capable of effectively rendering the services contracted.
MUNI	Fare adjustments needed. Investigation of middle management area needed.
California Academy of Sciences	Renegotiation of Sunday park closure should take place until an equitable solution is reached. Additional police presence needed during special events.
Asian Art Museum	Additional space badly required.
Fine Arts Museums	MUNI transportation to the Legion of Honor (perhaps three times daily) would be a tremendous help to this museum.
Art Commission	Amend Ordinance No. 30-69, Section 3.13: "Appropriation for Adornment of Proposed Public Structures" to give the Art Commission more authority, so that conflicts between the Commission and various departments can be eliminated.
Animal Control Center	A multi-year contract should be negotiated.
Civil Service Commission	Additional funds and staff needed to produce a Civil Service Newsletter which would be issued on a regular basis and explain Civil Service rules accurately and as simply as possible. Additional personnel should be allotted to staff a test validation unit to reduce criticism regarding reliability of Civil Service tests.
Health Service System	Permanent mail person position needed. Additional space required.
Retirement System	Should be made a formal trust so that funds will remain protected for the retirement of City employees. Should become its own budget setting authority. Should be allowed to offer options, if necessary. These changes will require Charter amendments.

BOARD OF SUPERVISORS (Cont.)

<u>Department</u>	<u>Recommendations</u>
Coroner	More attentiveness to this department's needs by the Mayor, CAO, and Board of Supervisors. Full-time toxicologist urgently needed. Typewriter of satisfactory working condition would be a boon of inestimable value.
Department of Electricity	No elimination of police call boxes.
Tax Collector	Additional staff required.
Public Administrator/ Public Guardian	Additional staff would help this department become self-sufficient.
Department of Agriculture & Weights & Measures	Study needed on current Farmers' Market.
Department of Public Health	Public health should be a top priority in city planning. Health care is more important than red tile cross-walks on Ocean Avenue, for example. V.D. follow-up programs should be re-established since San Francisco has the third highest rate of V.D. in the U.S.
Commission on the Status of Women	This department should be deleted entirely, since the work they do is already covered by the Human Rights Commission.
Emergency Services/ Ambulances	Eight new ambulances needed to replace those that are often out of commission.

John S. Collins

Morris Rabkin

Rebecca S. Turner, Chairman

THE CALIFORNIA ACADEMY OF SCIENCES

The California Academy of Sciences, under the direction of Dr. George E. Lindsay, is a combination museum, planetarium, aquarium, and scientific research department. Because of this multi-faceted personality it provides the San Francisco public as well as many out-of-towners with hours of educational pleasure. It is one of the most popular attractions in Golden Gate Park. In Fiscal Year 1978-79 over 1.7 million people visited the Academy.

Steinhart Aquarium, under the direction of John E. McCosker, is the fastest growing attraction of the Academy, with a fish collection rated third in the world, and housing one of the only two manatees (a giant sea-lion type mammal) in captivity. One of Mr. McCosker's newest creations is the aquatic "petting pond," a beautifully arranged display where children (and adults) not only can observe harmless sea creatures in their natural habitat, but can actually touch and handle them as well.

The Scientific Research Department, directed by William N. Eschmeyer, publishes several scientific journals and does extensive research in eight different areas, including anthropology, geology, entomology and ichthyology. The Entomology Department contains over six million species of insects, and the Ichthyology Department houses over 175,000 species of fish, some dating back over a century. The most recent and valuable discoveries of this department concerned the finding of high mercury content in tuna as far back as 100 years, thus concluding that the mercury found in tuna today is not the result of man-made pollutants.

Yet another important facet of the Academy is the Junior Academy, where parents can enroll their children in scientific educational programs. The Junior Academy will be developing additional programs for the summer due to increased summer school closings as a result of Proposition 13.

This Grand Jury found the staff at the California Academy of Sciences to be extremely qualified and dedicated to the purpose of the Academy, and we therefore urge the cooperation of the Park and Recreation Department, Police Department, and Board of Supervisors with regard to the following departmental problems:

Park Closure to Automobiles on Sunday. This has been a critical problem for several years, not only for the Academy of Sciences, but also the entire cultural center of the Park, including the Asian Art Museum, de Young Museum, and Japanese Tea Garden. Because of this, the Academy reports a gigantic 25% decrease in visitation on this day.

THE CALIFORNIA ACADEMY OF SCIENCES (Cont.)

Recommendation: We understand that several debates took place regarding this matter but no equitable plan was ever reached. We recommend that this issue be renegotiated until a mutually acceptable solution is achieved.

Additional Police Security for Special Events. The Academy praised the Police Department for its support, but feels that additional police presence is needed for special exhibits that are prone to larger crowds.

Recommendation: We recommend the continued support of the Police Department in providing additional guards for the Academy during these special occasions.

FINE ARTS MUSEUMS

The Fine Arts Museums, consisting of the de Young Museum and the California Palace of the Legion of Honor, operate on a budget of approximately \$3.1 million per year. Just over two-thirds of this amount is City funded. The rest comes from private donations.

The Museums' functions are to preserve, collect and exhibit objects of art, but they provide many other educational services as well. Among them are the following:

Library: The Library, housed in the de Young Museum, contains 20,000 volumes, plus numerous sales and auction catalogues and bound periodicals.

Art School: The Art School conducts four programs: 1) The de Young Museum Art School is committed to providing low-cost classes taught by professional artists. Over 100 classes, workshops, and field trips are offered in four quarter semesters. The school is a non-profit corporation entirely supported by student's fees; 2) "Trip-Out Trucks" visit school classrooms four times each year in an effort to integrate art into the school curriculum through studio art classes, lectures and demonstrations, and to initiate the teacher to use the museums as an educational resource; 3) The Downtown Center, established in 1976, is a branch gallery of the museums located in the downtown business district; and 4) the Museum Internship Program selects individuals from the Western United States to work and study at the museums. Funded by the NEA and the Rockefeller Foundation, this program assists the museums in achieving national visibility for its education programs, and helps other museums initiate programs for their communities.

Dr. Ian M. White, Director and Chief Curator, and the entire Fine Arts Museums staff are to be highly commended for the two spectacular international exhibitions presented this fiscal year. The Splendor of Dresden: Five Hundred Years of Art Collect-

FINE ARTS MUSEUMS (Cont.)

ing was shown at the Legion of Honor, and Treasures of Tutankhanum was shown at the de Young. Nearly two million people attended that exhibition. In preparation for these two major exhibits capital improvements were made on both buildings. New flooring, roofing, lighting, climate control and moveable walls were installed at the de Young. A similar climate control system was installed at the Legion of Honor. These improvements will also enhance the museums' ability to attract future exhibits.

Problem: The Legion of Honor is not near a regular bus route. Attendance is not as high as it could be if better transportation to the Legion was provided. We recommended that a MUNI bus route, possibly the "2 Clement," be revised so that public transportation to the museum door would be provided at least three times daily. This would only require a few additional minutes to the MUNI schedule, and the benefits to the museum would be bountiful.

ASIAN ART MUSEUM

The Asian Art Museum, directed by Rene-Yvon Lefebvre de' Argence, was built in 1959 to house a gift of 4,500 art objects by Avery Brundage. A second contribution by Mr. Brundage in 1969 doubled this amount. Thanks to additional contributors, the museum's collection is now approximately 10,000 items worth over \$400 million.

One of the biggest highlights of this fiscal year was the exhibition 5,000 Years of Korean Art. This exhibit was made possible through negotiations with the National Museum of Korea. Our Asian Art Museum will organize and supervise the tour of this fabulous collection when it leaves San Francisco to make six additional stops in the United States.

One of the most significant aspects for the museum's docents this fiscal year was the implementation of a new administrative structure in the Docent Council. This new structure provided for an elected Vice Chairperson who would be spokesperson for Asian Art Museum docents, plus be responsible for the daily administration of docents, and for implementation of Asian Art Museum educational policies and requirements as they affect the Asian Art Museum docents. Because of this, a new level of administrative efficiency has been achieved.

To mitigate the financial impact of Jarvis-Gann, the museum has applied for a federal "challenge grant." This grant provides \$1 of federal money for each \$3-\$4 the museum can provide. At the time of this writing, it is not yet known whether the Asian Art Museum's application has been accepted.

Problems:

1. Personnel. A request for a part-time assistant for the Education Curator was approved, but was not funded by the Board of

ASIAN ART MUSEUM (Cont.)

Supervisors. Also, a vacant preparator position was not refilled because the position was deleted. Without additional help, the Asian Art Museum is seriously hampered from extending the quality of their services to the public.

2. Space. Because the Asian Art Museum was originally built to house the 4,500 items of the Avery Brundage collection, only 10%-13% of the museum's present holdings can be displayed at one time. The rest remains unseen by the public and is crowded in storage. This space problem also affects new acquisitions, loans and temporary exhibitions. This Grand Jury highly recommends the exploration of additional space possibilities for the Asian Art Museum.

ANIMAL CONTROL CENTER

Health and safety hazards caused by a high population of unsupervised or abandoned domestic animals is a problem often underestimated. In 1977 there were 50,358 cases of dog bites reported in the State of California alone.* This Grand Jury commends the Animal Control Center, operated by the San Francisco Society for the Prevention of Cruelty to Animals (SF/SPCA), for performing services above and beyond its designated civic duty.

The SPCA, directed by Richard Avanzino, is privately funded by its members. The Animal Control Center is the only aspect of the SPCA which receives City funds. Its duties are to schedule, dispatch and conduct patrols throughout the City, providing trained, experienced animal handlers to serve as uniformed Deputy Animal Control Officers in specially-equipped, radio-dispatched vehicles; to impound stray dogs; issue citations for violations of animal control laws; and pick up confined and injured stray animals.

The Center's total City budget of \$205,300 for 1978-79 covered the following:

- a. salaries of 10 employees
- b. taxes/fringe benefits
- c. insurance/maintenance/repair
- d. utilities/supplies/training/informational material
- e. auto expenses
- f. accounting/miscellaneous support services
- g. equipment rental
- h. facility rental

Although the Animal Control Center's major duty is to impound stray animals, the self-appointed task of finding homes for

* 1978 statistics were not available at the time of this writing

ANIMAL CONTROL CENTER (Cont.)

unclaimed animals serves a financial purpose aside from the obvious sentimental one, since all adoption fees are immediately turned over to the City and County. This year the adoption rate reached an all time high - 95% for cats, and 78% for dogs - which is a 15% increase over last year. The national average is only 10%. Revenues received from owner-redemption and adoption fees totalled approximately \$50,000 this year. To perpetuate the exceptionally successful adoption program a variety of services directly related to animal control are provided by the Society at no additional cost to the City. These additional services, totalling \$180,000 this year include administrative services; an infirmary and treatment for stray, injured animals; veterinarian-supervised staff examinations to determine condition and adoptability of Shelter animals; a fully equipped Rescue Ambulance; a privately-funded low cost spay and neuter clinic to cut down the number of unwanted animals; and a public information program teaching pet owner responsibility and obligation to City and State law. In addition to these services, two new services will be added in the upcoming year: 1) a full-time groomer to make animals more desirable for adoption, and 2) a "Petmobile" to be used in a satellite adoption program, carrying animals to shopping centers, parks, street fairs, etc. Both of these new services will help increase adoptions, adding the fees to City revenue to underwrite some of the costs of animal control.

Also, 1978-79 saw the debut of the Hearing Dog Training Program, a most ingenious plan designed to stimulate adoption while providing a valuable service to citizens of the deaf community. Selected, abandoned dogs are trained to respond to noises such as a doorbell, ringing phone, baby cry, etc., and to alert the owner. The dogs are given to their new master free of charge. Already the success stories of this new program are bountiful.

New plans for the Animal Control Center include: 1) a disaster program, a cooperative effort with the Red Cross whereby, in the case of a disaster such as an earthquake, the SPCA would handle the rescue and sheltering of animals as the Red Cross does for humans, and 2) computerized dog licensing. This year an estimated \$200,000 was received in revenues from dog licensing fees, and Mr. Avanzino predicted that this amount could double if dog licensing was computerized. The SPCA would be willing to fund a percentage of the computer costs, but no formal discussions with the Board of Supervisors have yet taken place regarding this matter.

Recommendation: The SPCA presently operates the Animal Control Center on an annual contract. Each year the question arises as to whether or not the contract will be renewed. This

ANIMAL CONTROL CENTER (Cont.)

seriously hinders the development of long-range plans. Animal control is an ongoing problem in need of ongoing solutions, and this Grand Jury found the staff at the SPCA to be highly dedicated and qualified to perform this necessary function. Therefore, we recommend that the Board of Supervisors negotiate with the SPCA to develop terms for a multi-year contract.

John S. Collins

Morris Rabkin

Rebecca S. Turner, Chairman

OFFICE OF THE CITY ATTORNEY

The City Attorney's Office is located in Room 206 on the Second Floor of the San Francisco City Hall on Polk Street.

This office is under the direction of Mr. George Agnost the elected City Attorney. Mr. Agnost, was employed by this office before being elected in 1978.

General

The City Attorney's Office is often called the "City Protective Agency" since it is charged with the responsibilities of representing the City in all litigation, giving advise to all City departments in contract negotiations, and is primary legal advisor to the Mayor. To discharge this responsibility Mr. Agnost is assisted by two staff assistants, who act in his behalf when absent, and an Operations Officer, who handles the day to day administrative function.

Budget

The City Attorney's Office received a budget of approximately \$4.4 million for fiscal year 1977-78. Ninety-two percent of this budget was used for salaries, 8% went for other expenditures. The budget received was far less than that requested, due mostly to the passage of Proposition 13.

Personnel

This department is still understaffed for the volume of work it does. Its present staff consists of 60 attorneys and 30 other administrative persons that handle more than 4000 cases yearly. This represents hundreds of millions of dollars of litigation. The ration of support staff to attorneys has not changed since the last Grand Jury report (1977-78).

Equipment

One of the most pressing problems of this department is that of equipment. Everywhere we looked we found the equipment to be outdated or in short supply, such as: (1) Typewriters still in need of specialized characters needed for legal typing; (2) Desks were in short supply, and in need of repairs; (3) The outdated switchboard was still in use, and still inadequate to handle its assigned task. (4) A shortage of typewriters has caused the creation of a "typing pool", which modern management systems consider inefficient for this type of administrative paper work.

The only commendable aspect in this area is the installation of the Wang Word Processing System. This system, however, is on a rental basis that costs the City approximately \$8,140 a year.

OFFICE OF THE CITY ATTORNEY (Continued)

Space

This department is in need of office space as stated in the 1977-78 Grand Jury Report. Many attorneys do not have desks at which to work. Most must use library tables. Those that do have desks are crammed into noisy, small offices with one or two other attorneys. The library is spread throughout the offices and in corridors. It is difficult to use, because of traffic interruptions. Filing cabinets are located wherever space permits; they are not readily accessible. The lighting and ventilation are still substandard.

The City attorney also has a branch office at the Airport. This is also short of office space, typewriters, desks, chairs, and needs a law library. This office is charged with the responsibility of defending the 142 lawsuits, referred to in the 1977-78 Grand Jury Report resulting from Airport operations. This is a monumental task, involving millions of dollars, to have to perform under these circumstances.

Recommendations

1. That the City Attorney's Office be allocated additional space.
2. That the City Attorney's Office be given a one time increase in budget to allow for relocation, if necessary.
3. Purchase of typewriters with Legal characters.

We strongly suggest that consideration be given for movement of the Office of the City Attorney and that of the Public Defender into one of the vacant schools.

OFFICE OF THE DISTRICT ATTORNEY

This office is located on the third floor of the Hall of Justice at 850 Bryant Street, and is under the direction of District Attorney Joseph Freitas, Jr., an elected official.

Mr. Freitas is charged with the responsibility of prosecuting public offenses committed within the City and County of San Francisco. In addition, the District Attorney has duties in mental health commitment, consumer protection, family support, juvenile prosecution, and election and campaign law enforcement. To discharge his responsibilities efficiently the District Attorney's Office is divided into seven major divisions: Criminal Prosecution, Administration, Consumer Fraud, Victim/Witness Assistance, Family Support, Investigations, and the court system which includes: Superior Court, Municipal Court and Juvenile Court.

OFFICE OF THE DISTRICT ATTORNEY (Continued)

Budget

The District Attorney's Office operates under the City Charter, receiving a major portion of its funds from the City. Some of its major programs, however, are federally funded by grants from the Law Enforcement Assistance Administration. A budget of \$10.4 million was allocated for fiscal year 1978-79, with the major portion going to salaries. Mr. Freitas hopes to receive an increase in budget for fiscal year 1979-80, so that his office may make better use of Electronic Information Systems now available to other branches of law enforcement.

Personnel

The District Attorney's Office has a staff in excess of 220 employees, including 85 principal attorneys, 30 investigators, and 105 persons in miscellaneous administrative positions. The District Attorney states that his staff is adequate for the present. However, with the development of the Electronic Court Management System during fiscal year 1979-80, some need for increased staff can be anticipated.

Family Support Division

The Family Support Unit was established in 1976 by state and federal mandates to recover support obligations owed to both welfare and non-welfare families by absent parents. This unit was expanded into a separate functioning entity with a staff of 122 employees. Supporting funds come from monies supplied by a combination of federal and state grants through Support Enforcement Incident Funding (SEIF), which pays San Francisco a bonus for every dollar collected. The federal government also reimburses San Francisco for 75% of the direct and indirect operating costs of both the Family Support Division and those Social Services employees involved in child support activities. The Family Support Division will collect approximately \$300,000 during the fiscal year 1979-80. The 1977-78 Grand Jury reported that this division had problems in hiring adequate staff because of Proposition 13 induced cutbacks. However, This problem has been alleviated by the Board of Supervisor's vote to restore a portion of the District Attorney's budget for 1978-79.

Administrative

The Administrative Division plans, organizes and directs the administrative activities of the District Attorney's Office in all phases of its operations. It coordinates and provides all support services not directly related to case Investigation, preparation, and prosecution. It is also responsible for consultation and correspondence with various outside agencies, the general public, and the news media. This division consists of approximately 28 to 30 people assigned to general administration, 16 people assigned directly to other organizational units, and a number of others (CETA employees) involved in various duties that fall under this division.

OFFICE OF THE DISTRICT ATTORNEY (Continued)

The Administrative Division processes all filings, subpoenas, case files, and motions for more than 50,000 criminal and noncriminal filings; keeps personnel and pay records for the office's 220 plus employees, and administers a sizable budget. Since the last Grand Jury report (1977-78) a Word Processing System has been installed and the Computerized Court Management System (CCMS) is under development. This division is under the direction of Ms. Virginia McCubbin.

Criminal Division

The largest division of the District Attorney's Office is the Criminal Division, which includes all attorneys not assigned to one of the other seven divisions. This division has five organic units: Superior Court, Municipal Court, Juvenile Court, Special Prosecutions, and Career Criminal Prosecutions. This division with its organic structure is responsible for a case, from its charging to its disposition. This system of case assignment is designed for overall improvement in accountability, accuracy, continuity, and technical competence.

The success of this division is spelled out in performance statistics for fiscal year 1978-79, such as a 60% increase in State Prison commitments, an increase in felony arrest charges filed in Superior Court, and restraints on plea bargaining. However, this division is under-staffed, because of the lack of funds and the inability of the District Attorney's Office to hire or keep experienced attorneys in City government. The income disparity between the public and private sector is great. A good attorney in private practice receives an annual salary of \$22,000 and up, while the City's top pay scale is \$16,000-\$18,000 per year.

Victim/Witness Assistance

This program was established in 1977 under the direction of Ms. Sue Gershensen, who since has been replaced by Ms. Nancy Walker. It has offices at 560-7th Street. The program is administered by the District Attorney's Office as a matter of policy. The project is funded, however, by a Law Enforcement Assistance Administration (LEAA) grant, through the Mayor's Criminal Justice Council (MCJC).

The program uses volunteers extensively in discharging its responsibilities, which include: Assistance to elderly victims (over 55), assistance to rape victims and victims of domestic violence. Services to witnesses include: orientation as to courtroom procedures, and some transportation to and from court appearances. Other required services to the Victim/Witness Assistance Program are handled through other social and private agencies, whose chairperson serves on the Mayor's Committee on Victim/ Witness Assistance. This Grand Jury would like to commend the Mayor and the District Attorney for their foresight in establishing and managing a program of this magnitude. Too often in the Criminal Justice System, the victim or witness is the forgotten person in the administration of justice.

OFFICE OF THE DISTRICT ATTORNEY (Continued)

Consumer Fraud Division

The Consumer Fraud Division was reorganized in March of 1976 under the direction of Ms. Judith Ford, and has offices in the Hall of Justice at 850 Bryant Street. Its primary purpose is to protect the consumer and other legitimate businesses from fraudulent business practice through the enforcement of the California state consumer laws. Its present staff consists of eight attorneys, six prosecutor investigators, and 30 plus interns, most of whom are on a volunteer basis and contribute a vast amount of free labor.

The division collected fines of more than \$300,000 in fiscal year 1978-79, handled some 3,000 complaints, and received awards of over \$150,000 (awards represent actions settled out of court). The division also has at its disposal a "Complaint Mobile" staffed with bilingual law students and volunteers. It travels to neighborhood sites handling complaints of those persons unable to come to the Hall of Justice. Since its inception, the division has provided a much needed service to the people of San Francisco. It exposed, for instance a store in the Hunters Point Area that was selling spoiled meat products and had it closed.

Others

Some of the District Attorney's responsibilities, such as election and campaign law enforcement, training, arbitration as an alternative, bail bond collection, and psychiatric court, do not require the usage of additional staff members to warrant discussion in separate paragraphs. They are, however, being handled as additional duty assignments by various staff members. Some of these functions, such as bail bond collections, do include the handling of and accountability for a considerable amount of funds. The disposition of these funds are shown yearly in the District Attorney's Annual Report to the Mayor.

Recommendations

1. We strongly recommend that a study be made to determine the steps needed to bring the income of attorneys in City government in line with that of the private sector.
2. We also recommend that this office be allocated more space to alleviate overcrowding and cluttering of hallways.

PUBLIC DEFENDER

The Public Defender's Office, under the direction of Mr. Jeff Brown, operates according to the City Charter, and is governed by section 27706 of the Government Code of the State of California.

PUBLIC DEFENDER (Continued)

This office at present is located on the second floor of the Hall of Justice at 850 Bryant Street.

Mr. Brown appears to be a very highly motivated public servant. The function of the Public Defender is to provide legal aid to those defendants who are financially unable to provide their own attorney in criminal matters. He mentioned a number of innovations and/or changes in organizational structure since the beginning of his administration in January of 1979. These include:

1. An increase in services provided in misdemeanor cases;
2. the establishment of a trained Investigator Section and;
3. installation of a Word Processing Section where all administrative paperwork will be coordinated. The old problems of lack of space, equipment, personnel and travel funds still exist. Some of these problems, however, have multiplied since the passage of Proposition 13.

The Public Defender's Office has two other major areas of responsibility. First, the Mental Health Section, located on the fifth floor of the Hall of Justice, is under the direction of Ms. Estrella Dooley. This section must handle all conservatorships involving civilly detained, mentally disordered or mentally disabled individuals. On court appointment, pursuant to mandates, this section represents actual or proposed probate wards/conservatees. In the criminal courts it represents mentally disordered or mentally disabled criminal defendants. So far these cases have shown a 73% increase over 1978. Most of these cases involved some travel to and from places of confinement outside the City and County, and the problem of insufficient funds somewhat hampered this effort. Second, the Juvenile Court Section, located at the Youth Guidance Center, 345 Woodside Avenue, is under the direction of Mr. Bonfilio and has a staff of five to ten law students, and five CETA Attorneys. Mr. Bonfilio must staff four courts to handle juvenile defendants. Since the City's new program to clean-up the streets, the workload of this section has increased twofold, without the benefit of additional staff.

Budget

The Public Defender received a budget of \$2.2 million for fiscal year 1978-79 with 92.5% going for salaries and 7.5% for other operational expenses. The budget request for fiscal year 1979-80 must be presented in three stages of 83% (\$1,844,430), 88% (\$1,949,439) and 92% (\$2,033,446) of last year's budget. With the approval of the 83% budget this office would lose 14 attorneys. With the approval of the 88% budget the loss would be approximately 4 attorneys. Approval of the 92% budget would result in a loss of only 2 attorneys. Any of the above mentioned budget cuts would cause great difficulty in providing proper legal assistance to clients, as required by law.

PUBLIC DEFENDER (Continued)

As of May 30, 1979, a Budget of 95% was approved falling far short of the required 107%.

To underfund this department is a false economy! To do so would result in large future costs, spread throughout the entire judicial system. Defendants who are insufficiently and improperly represented by this office will have valid legal grounds for appeal and reversal of verdicts, resulting possibly in expensive and needless retrials and a duplication of previous efforts, all at additional public expense.

Personnel

The Public Defender has a staff of 132 persons. Sixty-three are budgeted positions; 64 are CETA positions, which are funded by federal funds, and 5 are temporary employees. Mr. Brown states that he has ample staff with which to discharge his duties. This staff will be drastically reduced with the anticipated loss of the CETA personnel during the month of August. Another problem is the income disparity between CETA attorneys and principal attorneys. (\$6,000 per annum)

Equipment

With only 7.5% of the total budget allocated for equipment and supplies, this office has been unable to by new and/or better equipment. Most effort in this area is based on preventive maintenance of outdated machines and other office equipment. The last new equipment purchased was the Word Processing Machine which cost approximately \$67,000. Additional funding is badly needed in this area.

Space

This remains one of the major problems facing the office. On touring the facility we notice that all cubicles used by attorneys for interviewing clients were overcrowded. In all instances, two attorneys were sharing space designed for one; the hallways were cluttered with filing cabinets and other boxes which constantly caused traffic jams. The front entrance was filled with persons seeking information and employees trying to use the Electronic Data Processing terminals.

Recommendations We recommend the following:

1. The budget for this office should be funded minimally at a full 100% of last year's budget for fiscal year 1979-80.
2. This office should be moved from it's present location in the Hall of Justice, in order to conform with Federal Guidelines recommending that the Public Defender's Office be separated from the District Attorney's Office and Police Department.
3. Additional office space should be provided. The present office area was constructed to house 17 persons, and is overcrowded with 61.

PUBLIC DEFENDER (Continued)

4. An effort should be made to retain those CETA persons scheduled to depart in September 1979. It is unfortunate and wasteful that so much time has gone into their training, only to be lost to private industry.

5. Some type of advertising program should be undertaken to inform the public at large of the location of this office and the benefits provided.

6. A background investigation should be conducted on all clients using this office for the purpose of being able to ascertain if clients are truly unable to afford their own attorneys.

Marvin Jones

William D. Kremen

William Noaks, Chairman

SHERIFF'S DEPARTMENT

The Sheriff's Department is responsible for the management and operation of the City and County jails, courtroom security and its own Civil Division.

The present Sheriff, Eugene Brown, was appointed by Mayor Moscone after the duly elected sheriff, Richard Hongisto, left the department on December 14, 1977. Sheriff Brown's appointment was confirmed on February 4, 1978. This jury feels that Sheriff Brown is a highly self-confident person with knowledge of his profession, having served with the San Francisco Police Department.

Budget

The department was hit fairly heavily by Proposition 13 cutbacks. A budget request for \$11 million was submitted, but was reduced to \$10.2 million, of which 85% was targeted for salary expense. At this writing, the department has 406 permanently budgeted positions; 334 of the 406 were eligible for deputization as peace officers under Penal Code Section 830.1. Of the balance, 26 positions are being held vacant, and 46 positions are supportive civilian positions. In addition to its budgeted positions, the department employs some 90 CETA personnel in various projects which are federally funded.

Space and Location

This department, according to Sheriff Brown, is ideally located for the functions it performs. He is, however, somewhat crowded for office space, namely in the Civil Division. It is the opinion of this jury that more space should be allocated to the department. This would allow for supervisory personnel to have offices in which to transact business of a confidential nature.

Programs (Old and New)

a. Food Service Program

Prior to the arrival of Sheriff Brown there were many complaints about the quantity and quality of the food served in the City and County's jails. This type of problem has been the cause of many riots at other prisons in the past. To eliminate this problem the department has contracted its food acquisition and preparation to ARA, a commercial food preparer, with a savings to taxpayers of \$25,000 yearly.

b. Prisoner Assistance Program

The Rehabilitation Division has been re-named the Prisoner

SHERIFF'S DEPARTMENT (continued)

Assistance and Service Division. According to Sheriff Brown this title aptly describes the functions of this division of the Sheriff's Department. Prisoner Assistance offers programs and counseling for the incarcerated who wish to increase their likelihood of successful assimilation upon release from the Jail System. It is the opinion of Sheriff Brown that this program will do much to reduce the prison population in the near future.

c. Prisoner Education Program

The department has a Prisoner Education Program for those prisoners in County Jail who wish to better their general education level in the "three R's". This program is coordinated through City College.

d. Recreation Program

Sheriff Brown stated that this is a neglected area in City Jails, due to limited funds and lack of available space. To institute a good recreation program that would be productive for the prisoners would cost the City somewhere in the neighborhood of \$4 million.

e. Drugs and Other Medical Facilities

The previous Grand Jury mentioned in its report the improper distribution of drugs to prisoners, namely Darvocet. Sheriff Brown stated that his department has never been responsible for the dispensing of drugs or any other medication to prisoners and that the jury had erred in its assumption. The blame for this situation should have been attributed to the Department of Public Health. After investigation into this situation a new program for safeguarding the distribution of drugs and other medication has been undertaken in conjunction with the Department of Public Health. Whenever a prisoner is found to be in ill health he is immediately moved from his place of confinement to the hospital ward at San Francisco General Hospital.

f. Prisoner Work-Furlough Program

The department maintains a Prisoner Work-Furlough Program which includes both male and female prisoners. The male program, however, is better organized than that of the female. The male prisoner returns to a community house after his daily schedule of work while his female counterpart must return to her cell block. This situation creates ill-will among female inmates. The department is trying to eliminate this situation by procuring another community type house for female inmates. This has been hampered, however, by the lack of available funds and available secure housing and staff shortage.

SHERIFF'S DEPARTMENT (continued)

Prisoner Population

As of October 30, 1978, there were a total of 1157 persons confined in the City and County Jails. Of the total, 1034 were men and 123 were women. The racial breakdown of males was 34.8% White, 42.9% Black, 18.7% Spanish, 0.7% Oriental, 2.3% American Indian and 0.7% Others. The female breakdown is approximately the same with 43.0% White and 46.0% Black.

The estimated cost to taxpayers to maintain a person in confinement is approximately \$23.08 per day, and rising.

Personnel and Equipment

The department's personnel were discussed in the paragraph entitled "Budget".

The equipment most vital to this department are vehicles for transportation of prisoners. Sheriff Brown stated that his department maintains a fleet of 44 vehicles, of which 3 were undergoing repairs. Forty-one were in running condition, however, these vehicles had very high mileage and did require some maintenance, but due to the overload of work orders at the City's Garage the work would have to wait. This department also maintains a radio control station, which was in good repair, but in one outer office we found a rug that was badly worn with two or three large holes that should be replaced as soon as possible. We suggest that a second hand rug be purchased from available funds. Not replacing this rug may cause the City a very large law suit.

City Prison

Mr. Noaks and Mr. Jones of this committee visited the City Prison located on the 6th Floor of the Hall of Justice on December 6, 1978, at approximately 1:00 p.m. We were met by Undersheriff Denman and Sheriff's Captain Sante, Supervising Officer of City Prison.

The tour of the facility began with the front desk administration and the booking procedure. This jail handles approximately 90,000 persons per year who have been accused of misdemeanors and/or felonies. Here they await preliminary hearings and court dates.

The December 6th visit revealed that the conditions noted in the 1977-78 Grand Jury Report had changed little or not at all. Prisoners in the "Topper" (Drunk) Tank were still using the concrete floor to rest while awaiting booking. Sheriff Brown made reference to his budget request for 1978-79, in which he asked for \$107,000 for capital improvements in this area. It was disapproved and he sees no improvements without funds. In reference to the use of mattresses and blankets in the drunk tanks, the department is attempting to alter its policy to comply with the Grand Jury's recommendations.

SHERIFF'S DEPARTMENT (continued)

The committee found the jail to be in a very untidy condition. There were milk cartons, cigarette butts and heavy dust on the floors. Food trays were still in some cells with leftover foodstuffs. On a tour of cell AH8, the isolation cell where mentally disturbed prisoners are confined (segregated), we found it to be very untidy and in complete disarray. One prisoner awaiting transportation to the Napa Facilities had undressed himself and wet his bedding and cell. The bedding had been removed and left in a pile at the end of the hallway. The lighting in this cell block was of the worst type and the smell was unbearable. None of the recommendations of the 1977-78 Grand Jury had been complied with, again because of the lack of funds. Undersheriff Denman stated that some effort was being made to obtain monies for padding of doors and renovation of the lighting system.

Recreation for these prisoners in isolation is not recommended; however, for others there should be some type of program.

Recommendations

1. The unsanitary conditions at this jail could be somewhat relieved by the utilization of the roof of this building with minimum cost to the City. By enclosing the roof with a mesh wire fence, it could be used as a sort of recreation area where prisoners could be moved daily while their cells are being cleaned and searched for contraband.

2. A system of privileges should be instituted for prisoners. This would enable the department to obtain personnel from among the population for cleaning and maintenance of the cell blocks. The present system of letting those prisoners who wish to do small jobs on their own initiative is inadequate to say the least.

3. A daily system of inspections by a Chief Deputy should also be instituted to check on sanitary conditions and to ascertain if the deputies on duty are taking responsibility for eliminating unhealthy conditions and performing other requirements of the job. We believe that a system of this type, where a deputy knows that his performance will be a matter of record that might affect his promotion to a better job level, he will take more pride in doing a better job.

County Jail No. 2

General

The County Jail at San Bruno, San Mateo County, was constructed in 1934 by WPA Workers. The jail is a seven story structure built on 159 acres of rolling farm land designed to house at full capacity, some 650 persons. However, with some modifications its

SHERIFF'S DEPARTMENT (continued)

capacity is now approximately 700. On our visit the prison population totaled some 291 prisoners. The Acting Captain, Lt. Courtney, explained his organization and the functions of his administrative programs, such as, Prisoner Assistance; Farming Program; Education; Recreation and the housing of prisoners from other counties. We were then given a guided tour through the complete facility with emphasis on organic organizational functions.

Personnel

This installation is authorized by budget to have 65 deputies, 1 building and grounds superintendent, 1 senior stationary engineer and 4 stationary engineers. However, this staff is short by 5 budgeted positions (deputies), which are being filled by 5 CETA persons, who are at best ill-trained or equipped to function as deputies in cases of emergency. The procedure for their use in filling these vacancies is illegal according to federal guidelines on the use of CETA personnel. The Supervising Officer, Lt. Courtney, stated that the department has been unable to fill the positions because of the low salary schedule of personnel coming into the department. In further discussion he stated that he would lose some of his more experienced persons to the coming Police Department Recruitment Program. We also discovered that personnel already in the department were reluctant to take examinations for advancement because of the income parity between Sheriff's Sergeant and that of deputy. Some effort to improve the situation should be made during the next budget session.

Food Program

Since the last visit of the Grand Jury (see Grand Jury Report, 1977-78) the responsibilities of supply and/or preparation of foodstuffs at this installation has been contracted to a private management firm. This contract will enable the department to make considerable savings in its food budget. However, prisoners still complain of not getting enough to eat, which we found to be groundless. In inspecting the evening meal of ravioli, broccoli with white sauce, garlic bread and assorted beverages, generous portions were available. The Supervising Chef was found to be a man of many years experience in the food preparation and distribution field. The kitchen was very clean and orderly. We find this situation to be greatly improved over the last Grand Jury Report.

Medical Facility

The Medical Section is staffed by 1 full-time physician, 2 nurses and 3 intern-medical persons from the Public Health Department which offers a twenty-four hour service. A schedule of hours for prisoners to visit the attending physician was posted in addition with a set time for prisoners to receive medication, called "The Pill Hours". In reference to the usage of the so-called "Squirrel Cages",

SHERIFF'S DEPARTMENT (continued)

most of this practice has been discontinued as far as possible. Prisoners are allowed visitors while in medical confinement.

Education

The Education Program is an extension of the program at City Jail. It is staffed by teachers from City College and the Art Commission. This program offers courses in the basic skills, with added courses in basic and advanced music by the Art Commission. These courses are designed to assist the prisoner on his return to the outside environment. At the time of our visit there were some 20-25 persons enrolled in a number of different subjects. This program is also made available to the women inmates of Jail No. 4, making it a coeducational program, which we find commendable. All classrooms were found to be very clean and in good order.

Prisoner Assistance

Under the direction of Mr. Ron Perez, Prisoner Assistance is currently involved in Bio-Feedback, Para-Legal Services, Child Support, Transcendental Meditation and Drug and Alcohol Abuse. During our visit Mr. Perez was involved in getting a prospective father a leave to visit his newly born child. We think this is a very commendable program, however, more emphasis should be placed on obtaining funds, office space and the keeping of adequate records for study in making this a model program.

Recreation

There is adequate space available for prisoner recreation at this installation. The Supervising Officer stated that prisoners can participate in most sports, such as, baseball, basketball and softball on an Intramural level during periods of good weather.

Security Procedures

We find the security procedures used at this installation are excellent, with one exception. We somewhat question the method in which civilian personnel are allowed to roam throughout this installation without the use of any visible identification readily on display. We strongly recommend that badges of different colors, with photographs, be used to identify personnel from administrative sections, such as, green, for engineers; red, for medical personnel, etc.

County Jail No. 4 (Women's Jail)

General

At the time of our visit there were 26 inmates at this

SHERIFF'S DEPARTMENT (continued)

institution. We found the building to be in good repair and very clean. Most windows had curtains, made by inmates in a sewing class. The building was warm and very comfortable.

Personnel

This installation is authorized by budget to have a staff of 14 deputies. We found it to be short of 2 positions due mostly to the shortage of female personnel in the department.

Problems

The discontinuance of the visitors' cages is an excellent idea, however, the practice of allowing persons to enter this prison without being searched is considered to be hazardous and should be stopped immediately. Weapons, drugs and other contraband have been found in cell blocks in the past.

Recommendation

The offices of this department should be moved to the Hall of Justice so the Sheriff would be close to his areas of responsibility.

Marvin Jones

William D. Kremen

William Noaks, Chairman

ASSESSOR

First of all, we appreciate the budgetary limitations caused by the passage of Proposition 13. With this in mind, we feel that any budgetary cuts in the Assessor's office that would not allow for the maximum net revenue for the county would be counter-productive. Unlike many other county entities, the Assessor's office is a revenue producing agency. According to the Assessor: "...the audit tax dollar recovery to expenditure ratio have ranged from \$13 to \$20 recovery to \$1 expenditure."

The Assessor considers these as being his critical needs:

- (1) Proper staffing of auditor-appraisers complimented by adequate clerical support.
- (2) Sufficient funds to perform out-of-state mandatory and priority audits.

We feel that these needs should be met.

We feel, as does the Assessor, the "overall audit program should be increased to ensure equal treatment of all taxpayers of the county."

Although most of the needs of the Assessor's office can be estimated there are at least two that are contingent upon future events.

At this writing, the present CETA employees are scheduled for termination. The quantity and quality of their CETA replacements, if provided, are unknown factors. Even if we assume that the present number is replaced, extensive training will be required to bring such employees to an acceptable job performance level.

When new legislation concerning the Assessor is enacted necessary adjustments must be made to reflect such legislation.

We thank the Assessor, Mr. Sam Duca, and his staff for their cooperation.

TREASURER

One of the principal duties of this office is to invest monies received as quickly as possible so as to ensure the maximum amount of interest from such monies.

A substantial amount of the money received by the Treasurer is paid directly to individual county entities. Oftentimes, there is a delay between the time a county entity receives such monies and

TREASURER (Continued)

the time the Treasurer receives the monies from the county entity. This results in a loss of interest money to the county.

To alleviate this situation, a cash manager will be hired for the fiscal year 1979-80. He will be hired on a one year contract. The cash manager will serve as a liason between the Treasurer and county entities receiving monies due the county. The cash manager will review all sources of monies due the county. He will try to determine better methods by which all such monies are turned over to the Treasurer expeditiously.

He will be charged, further, with the responsibility of reviewing contracts between county entities and others. From these reviews he should be able to determine whether or not those contracting with county entities are paying on time. The cash manager will scrutinize these contracts and determine whether such contracts, as written, are in the best interest of the county.

Another area of concern is where vouchers are given in lieu of payment. For example, a voucher is given to Hetch-Hetchy and Hetch-Hetchy gives the voucher to the Treasurer: The Treasurer must then return the voucher to the payor for actual payment. Such dilatory tactics by a payor result in a loss of money to the county. We feel that a cash manager will be able to solve these and other concomitant problems.

As of this date, June 26, 1979, approximately \$29,600,000 have been realized in interest from the general fund. The rate of interest has been more than nine percent. Excellent!

The Treasurer says that he has had a good working relationship with the Mayor's Office, both past and present. It seems that where the Treasurer has demonstrated a certain need the Mayor's Office has been very understanding. For these reasons, we do not make any recommendations.

We commend the Treasurer, Mr. Thomas Scanlon, and his staff for the good job they are doing.

Clara T. Delgado

Olimpia M. Xavier

Marvin Jones, Chairman

SUPERIOR COURT

As Executive Officer of the Superior Court, Frederick J. Whisman is responsible for administering the many functions of this department: the qualification and selection of some 30,000 to 40,000 jurors a year, including two Grand Juries, Criminal and Civil; administration of Juvenile Court, Mental Health Court, and ten court commissioners.

The new section of the Hall of Justice, currently under construction, will provide additional space for Superior Court; four courtrooms for the Criminal Division. While this may solve the courtroom crisis, additional office space is a top priority. Some of the rooms allotted to Superior Court look more like incubators than offices. The prime example of this problem is Room 165 where this Grand Jury had more than a few occasions to visit. Congratulations go to Mike Tamony and Gloria Clemis and the dedicated staff for being able to work in such a dismal, congested area.

Thanks to Judge Mayer, Superior Court has made some progress in providing Room 417 of the City Hall as an Assembly Room for the comfort of San Francisco citizens who are called for jury duty. Prospective jurors now have a place to watch television or read until their services are required.

Eight of the twenty-six Superior Court Judges handle criminal cases. Approximately 175 cases are pending at any given time. In criminal cases, the case is brought to trial within 60 days, once the plea has been entered. The complex Master Calendar continues to operate smoothly.

In civil cases there is a seventeen month waiting period after the filing of an "At Issue Memorandum," allowing attorneys discovery time. In criminal and civil cases, approximately 90% of all cases filed are settled out of court; 10% go to trial.

Eighty per cent of all cases filed with Superior Court are disposed of for less than \$15,000. Hopefully, by July 1st we will have mandatory arbitration. Every case worth \$15,000 or less will go to arbitration, saving the court considerable cost.

Several legislative changes affecting Superior Court have been made concerning civil claims as well as jury selection. No individual may be exempt from jury duty because of physical handicaps such as deafness or blindness. As of July 1978, and effective January 1979, jury duty per citizen has been reduced to a maximum of ten days a year. This legislative change has put additional strain on personnel in processing the many prospective jurors.

SUPERIOR COURT (continued)

Having served its term, this Grand Jury has become cognizant of legislative and organizational changes needed to achieve not only accurate and comprehensive investigative work but also the truth. Unlike the Criminal Grand Jury, the Civil Grand Jury is restricted in its reports to comments on persons not indicted (California State Penal Code 930). The effect of Section 930 is to inhibit a true presentation of all the facts when the possibility of libelous action exists, even when groundless. We are of the very firm opinion that the removal of civil immunity from grand jurors is a strong deterrent to the effective performance of their task. This law must be changed if any Civil Grand Jury takes its oath seriously. "I will investigate no person, department or governmental entity through malice, hatred or ill will, nor leave any uninvestigated through fear, favor, or affection..." We alert next year's Grand Jury to the implications of Section 930.

We recommend the following:

1. Amend Section 930 of California State Penal Code.
2. Extend the Civil Grand Jury term to two years. The first six months should be spent studying procedures, acquiring needed investigative skills and understanding the make-up of local government under the guidance of the previous Grand Jury. Thereby having gained sufficient background, knowledge, the jury can do more thorough investigations.
3. Concentrate, early in the year, on specific departments with problems. The entire Grand Jury should investigate this problem area, not just the sub-committee.

We thank the court for allowing us the educational experience we had this past year, a responsibility we took most seriously. We hope that needed changes will be seriously studied by the court as well as the next year's Civil Grand Jury in order to preserve the integrity, viability and usefulness of this important duty, so that this so called "watchdog" of local government will not be afraid to bark when necessary nor be unwilling to wag its tail.

Clara T. Delgado

Rebecca S. Turner

Vivian M. Kalil, Chairman

YOUTH GUIDANCE CENTER AND JUVENILE COURT

The Youth Guidance Center, under the direction of Joseph Botka, Chief Probation Officer, provides youth services for those detained, court services and probation services.

Alleged status offenders, children who are runaways, beyond parental control - are placed in the non-secure facilities, Cottage 2 and Cottage 3, or in Shelter Care or Crisis Resolution Homes. There appear to be various opinions regarding the placement of status offenders. The Youth Authority recommends the removal of youths from the jurisdiction of the Juvenile Court and placement in other resources in the community. Juvenile Court feels that it must maintain shelter for these youths. This area of concern should be researched by the incoming Grand Jury.

Children who violate the criminal laws are detained at Juvenile hall, a secured facility, designed for the temporary detention of youths involved in law violations. Artist Ruth Asawa has helped to reduce the institutionalized appearance of Juvenile Hall with the creation of murals on the walls.

Thanks to a dedicated Volunteer Auxiliary, additional recreational programs, gifts, and furniture are available to further serve the needs of children detained in this institution. The Volunteer Auxiliary also sponsors and manages a shop for visitors. Profits from this shop are used to further serve the needs of the children. The impact of Proposition 13 has resulted in the closing of Hidden Valley, a residential treatment facility for boys between the ages of 12 and 15 who are law offenders. Some of the youngsters at Hidden Valley have been transferred to the nearby Log Cabin Ranch. The remaining youths who had less severe offenses have been released.

Log Cabin, a ranch for boys between 16 and 18, located in La Honda, is directed by the dedicated James Licavoli. Youths are committed here from 90 days to one year. We found a most positive and enthusiastic staff who create a loving, caring, pleasant, non-threatening environment at this facility. Here, youths are counseled and schooled with academic emphasis on reading and mathematics, preparing them hopefully for emancipation into the community. This program works strictly on behavior modification, and the building of self-esteem; perhaps this is the one time in a youth's life that he receives any level of success or support from what appears to be a surrogate extended family, dedicated to meeting the needs of disadvantaged youths. Log Cabin not only receives youths from San Francisco County but also receives some youths from Merced County, which pays \$975 a month per child. These fees go into the City's General Fund. This involvement of Merced youths has served to provide a more racially balanced group of youngsters. One of the problems that exists for Log Cabin youths is boredom. While Log Cabin has facilities for swimming, football, and basketball, youths do need some vocational training - further

YOUTH GUIDANCE CENTER AND JUVENILE COURT (Continued)

assisting their emancipation into the community. For awhile, the auto shop remained closed because San Francisco Unified School District did not provide an auto shop teacher to replace the auto shop teacher who went out on disability. Finally, the CCC paid for the auto shop teacher. The CCC is currently using the shop for its own programs as well.

Future plans include the development of a youth transition home for the boys released from Log Cabin. This program is a necessity, for the return of the youth to the home environment he came from will only expose him once again to the same peer pressures and family environment that may have caused his problem in the first place. Youths should have the opportunity to live in the community away from their homes before making their final step into society.

We recognize the difficult circumstances under which Mr. Botka and his staff work at Youth Guidance Center in dealing with the problems of youths as a result of our complex society.

Loss of staff and decrease in budget would further hamper them in a task already burdened with tremendous responsibility.

Clara T. Delgado

Rebecca S. Turner

Vivian M. Kalil, Chairman

ADULT PROBATION

The glories of ancient Egypt fly in and out of our fair city on man-made wings, new edifices are erected in the name of progress and civilization, trees are planted, cable cars hike hills; glittering sights for tourists and inhabitants of San Francisco, the eighth wonder of the world.

Amidst this veneer of civilization lies the Adult Probation Department at the Hall of Justice, headed by the capable and concerned Walter Morse, Chief Adult Probation Officer, whose responsibilities include: the surveillance of convicted felons and misdemeanants; deviants whom this department must somehow fit back into the mainstream of life; pre-trial investigations; counseling services.

The aftershock of Proposition 13 registers a 7 on the Richter Scale for this department, serving to increase the pulse rate of personnel with the threat of budget cuts, loss of probation officers, depletion of clerical staff and deletion of viable community programs. While San Francisco may continue to be an attractive city for tourists and inhabitants, it is increasingly becoming an unattractive place to work for employees in this department.

While some organizational problems have been resolved with the filling of positions for Senior Probation Officers and supervisory positions, the remaining problem for journey men probation officers continues. Little chance for promotion, limited tenure positions, and the threat of dismissal are contributing factors to the disillusionment and low morale amongst personnel.

Some organizational changes in the department have taken place over the past few years to clarify and formalize personnel policies, procedures, and management of this complex system. One such program is the Community Resource Management Team, designed to assist more than 1,100 probationers to gain services from community agencies. This program utilizes community resources. A unit supervisor, eight line probation officers and a unit clerk assess the needs of the probationer for a particular type of service in the community such as employment, mental health, or a drug abuse problem.

During the year 1977-1978 outside management was given to Adult Probation via the Pacific Telephone Company which loaned three of its managers to assist Adult Probation for six months in improving operational efficiency, revising procedures and updating and developing a management manual.

Aside from having to handle the organization and management of this department, investigative units, consisting of three supervising probation officers and 18 probation officers, offer services to the Superior and Municipal Courts with pre-sentence investigations as well as provide services to the District Attorney's office, Public Defender's

ADULT PROBATION (continued)

office, Police and Sheriff. These investigative units provide information on the background, behavior and needs of individuals, making sentencing recommendations as well as recommendations as to the granting or denying of probation and conditions of probation. The Intake Unit of the Investigations Division was designed for persons granted probation who had no prior referral for a pre-sentence report. This unit functions to accumulate a case history, assess needs for services and schedule the individual for meetings with the probation officer. Cost per new case is \$95.47.

Of serious concern to the Grand Jury is the questionable status of needed programs already in existence. After the budget cut, Adult Probation may lose the Drinking Driver Program, a program which enables persons arrested for drunk driving to retain their licences, provided they participate in a treatment program. Deletion of this program restricts Adult Probation from performing one of its chief duties rehabilitation; offering the violator of the law a chance to be a part of his community.

Other projects include Project 20, which involves persons who are referred by the Municipal and Superior Courts to do community service work assignments with private and public agencies as an alternative to a fine or penalty. The Work Furlough Program consists of a 24- hour residential program which enables persons to work while in custody in order to partially reimburse the community for prison costs, yet gives the individual connection to his community by allowing him a means to earn wages and support dependants, as well as receive educational and vocational training. This program assists selected County Jail inmates by affording them the opportunity of transition and assimilation into the mainstream of life. The above are only a few examples of the ongoing projects deemed necessary to achieve the goals and objectives of this department.

With the extensive multi-services required by Adult Probation, the demands and needs have become great:

1. Additional office space;
2. Increased clerical staff to handle the mounds of paper work;
3. Funds to preserve existing programs such as Drinking Drivers;
4. Administrators who are responsible for the performance systems as well as instituting changes in the department.

MUNICIPAL COURT

Under the capable administration and efficiency of the dynamic Judge Robert L. Dossee from mid-1978 to April 1979, nineteen Municipal Courts routinely handle civil, small claims, and criminal cases, including misdemeanors, felonies and traffic citations.

With an increased number of civil cases filed in 1978 and pending jury cases averaging 117 per month, the court calendar still continues to run smoothly with jury trials being set within 45 days of filing. Non-jury cases under the civil division average 175 cases per month and are set for trial within 30 days. The most significant change in Municipal Court begins July 1, 1979. The claim limit will be increased from \$5,000 to \$15,000. Mandatory arbitration is a means of expediting potential court case backlog.

The experimental state-funded program involving small claims court on Saturdays and at night ended on March 31, 1979. Two legal advisors were involved in personally interviewing approximately forty persons a day, advising the litigants on process and procedure of claims. Even though there was no significant change in the number of filings while this program was in effect, we hope Municipal Court will seek means to retain both the evening court sessions as well as the free legal advisors. We commend those judges who volunteered to preside over the evening court sessions, thereby further serving the citizens of San Francisco.

The successful reorganization of the misdemeanor departments, instituted in December 1977 created four misdemeanor jury trial departments, plus a fifth department to handle motions. This greatly assisted in alleviating the increased misdemeanor caseload. The court calendar indicates that two months after filing the case goes to trial.

Four felony courts handle arraignment cases. Despite the 15% increase in caseload, the 1978 court calendar of approximately 5,000 cases ran very smoothly.

Revenue obtained through traffic citations reached a new high of \$12,959,606. In addition, no longer will unpaid traffic citations go to warrant, but instead will be recorded with the Department of Motor Vehicles, making it impossible for the offender to renew his license without having first paid for the citations.

While we anxiously await the completion of the six courtrooms in the Hall of Justice, 4 for Superior Court and 2 for Municipal Court, the main problems of security and space continue to exist. Some of the main problems are found in existing courtrooms. Department 18, where serious misdemeanors go to trial, has no holding cell. The defendant has to be manacled to the chair. An escape attempt was made this year. This poses a dangerous situation for the judge as well as the citizens, for not only is it easy to escape, but also an inadequate communications system makes one unable to respond to the immediate crisis. Department

MUNICIPAL COURT (continued)

20, Traffic Court, hears 240 cases a day, but only has a seating capacity of 38. Department 19, a Felony Court, has a seating capacity of merely 23.

Supervision at the City Hall is needed, since the eight courts at the City Hall have a limited number of bailiffs who float between courts during civil hearings. Municipal Court tries to restrict criminal jury trials to the Hall of Justice. If a trial must be placed in City Hall, the Sheriff is advised so bailiffs are assigned to the trial department.

The diligent efforts of Judge Dossee to meet the increased needs of Municipal Court are noteworthy. Judge Raymond D. Williamson, Jr., was named as Presiding Judge of the Municipal Court in April 1979. We wish him much success in his new position.

Clara T. Delgado

Rebecca S. Turner

Vivian M. Kalil, Chairman

LAW LIBRARY

The San Francisco Law Library, administered by librarian-secretary, Harold Rowe, receives its financial support from the legal filing fees of the Superior and Municipal Courts. Interest from U. S. Bonds, Utility Bonds and interest in savings accounts provide additional revenue.

In addition, the City and County of San Francisco appropriates funds to be used mainly for salaries. However, a deficit has remained in the budget since 1972. An increase to \$7.00 in filing fees from Superior and Municipal Courts took place on January 1, 1979; this will not however, solve the financial problems of the library. The library will most likely seek legislative means of further increasing the filing fees, perhaps to as much as \$12.00 as well as research other means of finance, or limit its services.

This library is frequented not only by attorneys, but also 45% by law students, paralegals, students, and local citizens who are able to research the most technical aspects of law as well as "how to do your own divorce."

The combined collection of the Main Branch and Mills Branch consists of 254,289 volumes, after the acquisition of new volumes and the selling of obsolete volumes. Sufficient space for the vast assortment of books continues to pose a problem. Mr. Rowe has done a commendable job in utilizing all available space to store the pyramid of books.

Clara T. Delgado

Rebecca S. Turner

Vivian M. Kalil, Chairman

